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POL*ICE

A Journal Devoted to the Professional Interests of All Law Enforcement Personnel

IN THIS ISSUE

Sternitzky, J. L.: Suggestions to Officers on Forgery Investigation
Kirkwood, R. H.: Effect of Single and Multiple Patrols on Police Fatalities
Germann, A. C.: The Strict Seniority System
Wheeler, P. D.: The Administration of the Police Unit
Johnson, B. W.: Do Our Public Relations Really Concern Us?
Trovillo, P. V.: Scientific Proof of Credibility
Kennedy, S. P.: New York Police Stiffen Attack on Traffic Deaths and Injuries
Oglesby, T. W.: Emotional Screening in Selection of Police Applicants

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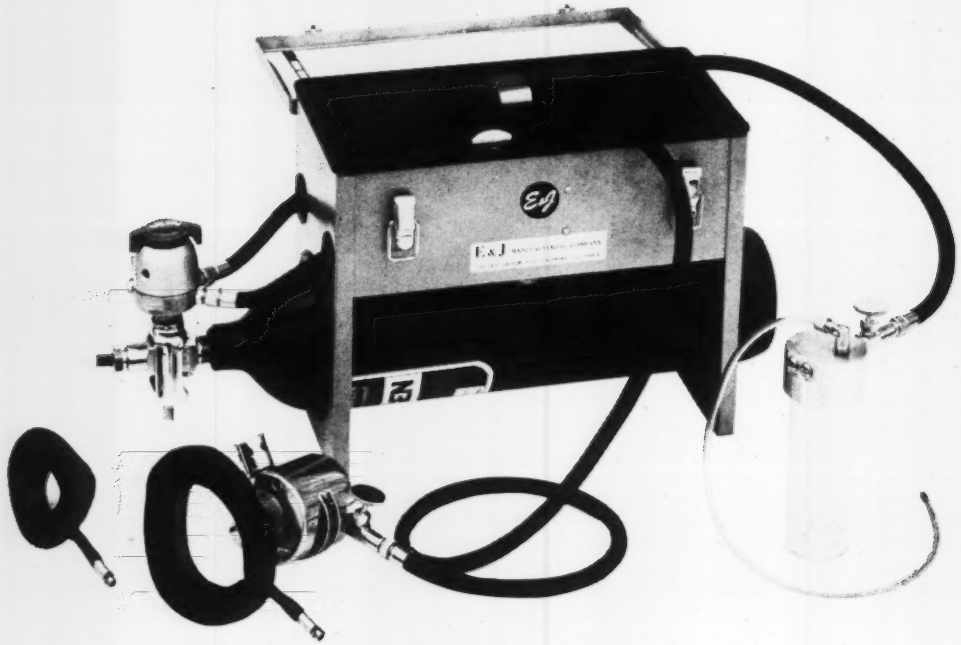

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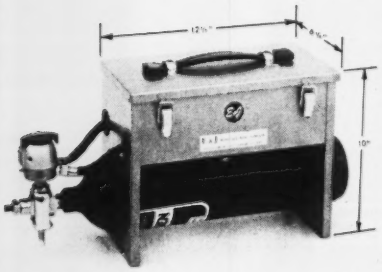

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CONTENTS

Article	Page
A New Apparatus to Detect Alcoholic Influence—"The Breathalyzer"—*Denys Monnier*	7
Suggestions to Officers on Forgery Investigation—*Inspector Julius L. Sternitzky*	10
Effect of Single and Multiple Patrols on Police Fatalities—*Robert H. Kirkwood*	13
Hurdles to Professional Police Competence: II. The Strict Seniority System—*A. C. Germann*	19
Police Public Relations. The Administration of the Police Unit—*Pan Dodd Wheeler*	24
A Proper Concept in Police Service—*Daniel S. C. Liu*	29
Do Our Public Relations Really Concern Us?—*Bert W. Johnson*	32
Deskbound Deadeye Scores Upset	34
POLYGRAPH AND INTERROGATION—*Edited by Robert D. Steel*	36
Scientific Proof of Credibility—*Paul V. Trovillo*	36
IN CASE YOU'RE TRAFFIC MINDED New York Police Stiffen Attack on Traffic Deaths and Injuries—*Commissioner Stephen P. Kennedy*	45
The Use of Emotional Screening in the Selection of Police Applicants—*Thomas W. Oglesby*	49
Added Impetus to Police Photography Comes Through New Los Angeles Facilities—*Jim Baxter*	54
Concealable Firearms Under New York Laws—*John Drzazga*	59
News and Announcements	62

Regular Departments

IN CASE YOU'RE TRAFFIC MINDED. Original articles and timely information about our Number 1 problem. See page 45.

POLYGRAPH AND INTERROGATION. Research developments, new techniques, procedures, and related subjects concerned with interrogation. See page 36.

NEWS AND ANNOUNCEMENTS of interest to all law enforcement personnel. Including a preview of new products, techniques, and materials for use in law-enforcement. See page 62.

Cover Picture

In our new year of 1958, Police problems will be even greater than in 1957. Professionalization of Police Service will also take another giant step forward. It is the desire of this Journal to aid in every way, in every field of Police Service, to make that forward step an even greater one. Our readers' suggestions will help.

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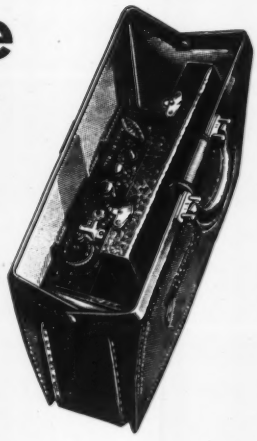

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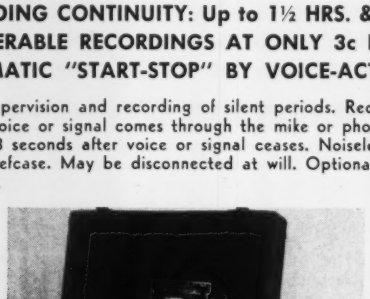

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A New Apparatus to Detect Alcoholic Influence—"The Breathalyzer"*

By Denys Monnier

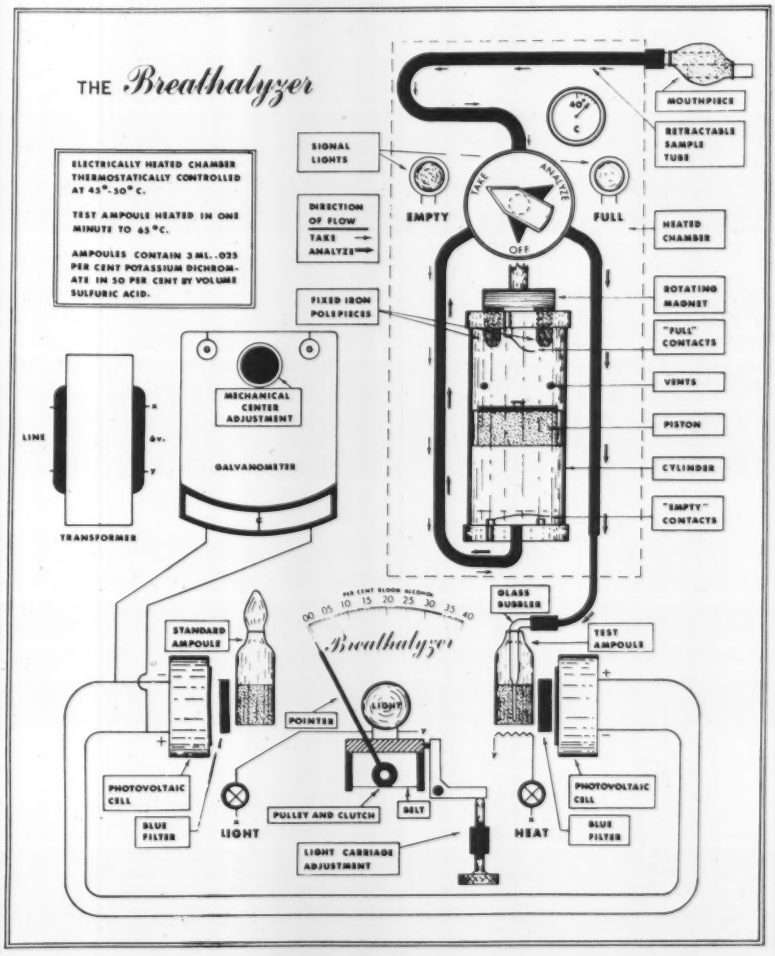
EDITOR'S NOTE: *Professor Monnier is Professor of Analytical Chemistry at the University of Geneva. He is a specialist in Physico-Chemical Analysis and the author of the books,* GENERAL CHEMISTRY and ANALYTICAL QUANTITATIVE MINERAL CHEMISTRY. *He has published more than sixty articles devoted to research in the field of Analytical and Mineral Chemistry. In the following article, Professor Monnier discusses the application of scientific method for alcohol determinations in European practice. The Journal is pleased to welcome this distinguished contributor to its columns.*

THE determination of the degree of alcoholic influence in drivers is rendered difficult for two reasons: the first arises from the fact that the traffic officer hesitates to "order" a blood sample taken when the symptoms of intoxication are not sufficiently apparent; the second is that the accused can prevent this taking of blood by invoking the right against invasion of his body. This results in persons having .10% to .15% alcohol in their blood very often escaping arrest, even though they might be particularly dangerous in traffic. If they do not present all the symptoms of drunkenness they are nevertheless in such a state of excitement that they overestimate their physical possibilities and at the same time they lose their sense of danger and responsibility.

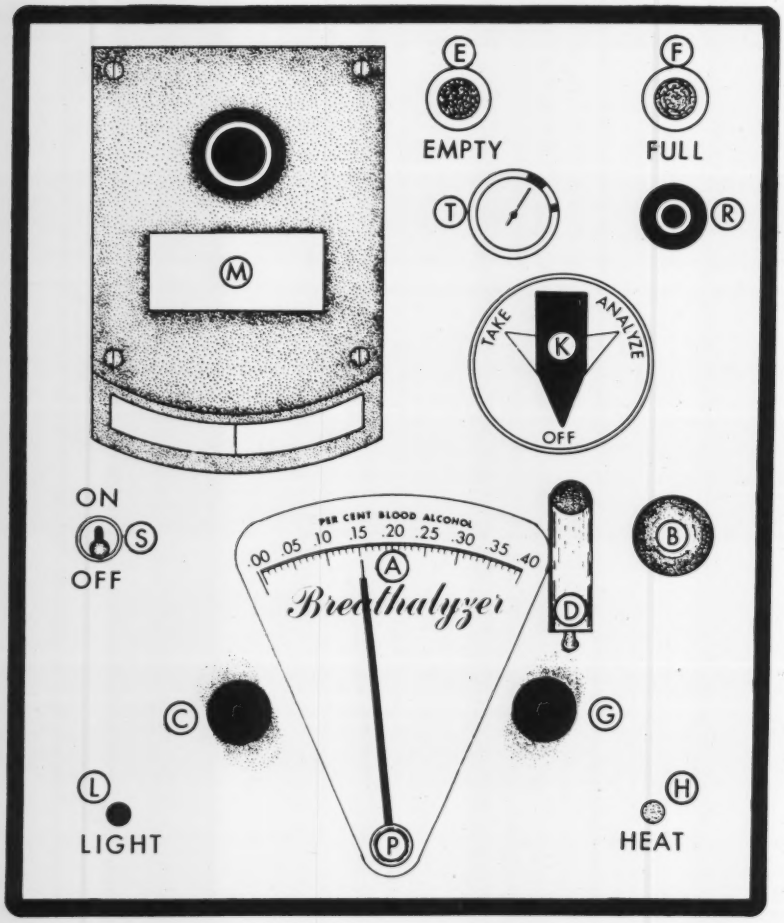
The "Breathalyzer," a semi-automatic apparatus for the analysis of alcohol in the breath, is going to permit remedying this state of affairs. It is, in the hands of the traffic police of our country a powerful means of detection and has already rendered inestimable service to those who are responsible for policing the roads. It has permitted doubling the number of arrests and of settling in several minutes problems that up to the time of its adoption were without solution.

Here is the working principle of the Breathalyzer that Geneva is the first European City to use. It was perfected by Lieutenant Borkenstein of the Indiana State Police.

It is known that there is a constant reaction between the amount of alcohol in the blood and that in the breath. Important work has been able to establish that 2100 cc of alveolar air at 33°C contains as much alcohol as 1 cc of blood. Consequently, if the amount of alcohol contained in the breath is known, a simple calculation permits obtaining the amount in the blood. Several methods have been proposed for this determination but since they were insufficiently studied, com-



* Translated from the original French by Captain Robert F. Borkenstein, Director, Indiana State Police Laboratory, Indianapolis, Indiana.



plicated to manipulate and not thermostatically regulated, they were quickly abandoned.

The Breathalyzer on the contrary has been conceived and executed with particular care. Easily transportable, its dimensions are 27 x 23 x 22 cm. and its weight is about 8 kg. It is thermostatically controlled at 45-50°C. It operates either on city current (125-250 volts) or on automobile batteries (6 to 12 volt). The determination is effected in less than five minutes.

The "Breathalyzer" is a colorimeter with photoelectric cells. These transform the luminous flux that they receive from a tungsten light bulb placed between them to electric currents whose circuits are opposed. When the cells receive the same amount of light the resulting electric currents cancel out and the galvanometer shows zero. Any difference of intensity of light on one of the cells will have the effect of creating an electric current in the circuit, which will be shown as a deflection of the galvanometer needle.

This assumed, let us see how the determination is effected. The analysis is based on the following fact: when the alcohol contained in the breath passes through a solution containing yellow potassium dichromate, the latter undergoes a partial decolorization due to the fact that it is transformed into trivalent chromium according to the equation: A weakening of the yellow coloring is thus observed that will be more marked as the breath contains more alcohol. The extent of this decolorization thus permits knowing the alcoholic content. Let us examine how this determination is effected.

The switch S is turned to ON. The red signal E lights up. The thermostat, after 15 to 20 minutes, attains the temperature of 45° (checked by the thermometer T). An ampoule containing 3 cc of 0.025% potassium dichromate solution is placed on each side of the lamp. The left ampoule is called the standard. It does not undergo any change during the analysis. The test ampoule on the right will have its color diminished at the time of the passage of the breath. Before proceeding with the analysis, the apparatus is balanced, that is to say the light is placed equidistant from the two photoelectric cells so that they receive the same quantity of light. Under these conditions the galvanometer G is at zero. At this point the analysis can be started. For this, the knob K is placed on TAKE and the accused blows into a plastic mouthpiece previously sterilized. It is provided with a trap so that saliva cannot enter the apparatus. Under the pressure of the expired air, the piston of the little metal cylinder is pushed toward the top. After 3 or 4 seconds the green signal F lights up, indicating that the cylinder is full. The exhalation is continued for several seconds, the breath going through the cylinder and the excess escaping into the air through two little openings that are exposed when the piston reaches the limit of its travel. The taking of the sample completed, the piston drops several millimeters and closes the two openings. It is held in this position by a magnet. Thus 57 cc of breath at 45°, in which the alcoholic content must be determined, will be collected and contained in the cylinder. The knob K is turned to ANALYZE which results in connecting the cylinder with the test ampoule containing 3 cc of potassium dichromate solution, placed at the right. Simultaneously, the effect of the magnet is suppressed in such a way that the piston descends by its own weight, pushing out the breath which bubbles through the

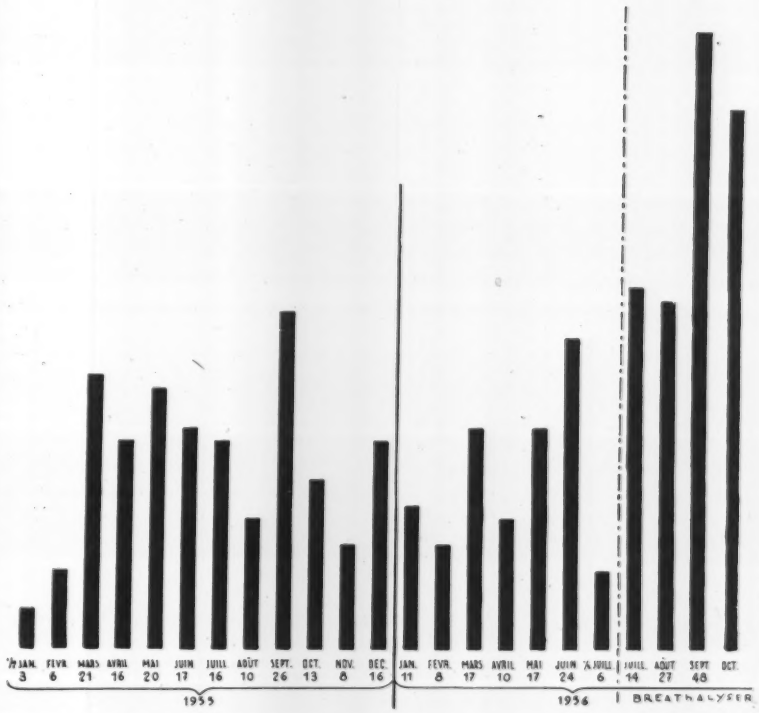
test ampoule kept at 65°C by a little electric resistance under it. The problem is now to determine with sufficient precision the weakening of the colorization (the loss of dichromate which will be a measure of the alcoholic content).

The galvanometer now indicates a flow of current because the photoelectric cell at the right receives more light since the test ampoule is partially decolorized. The balance is reestablished by moving the light from the right to the left by means of the knob B, until the galvanometer returns to zero. The movement of the light will progressively greater as the discoloration advances, that is to say, as there is more alcohol in the breath.

By an ingenious device seen at the bottom, the lamp, as it is displaced, moves a needle across a dial directly graduated in blood alcohol. A simple reading thus gives the result which is obtained in less than 5 minutes with a maximum error of 10%.

Before turning this apparatus over to the police, we made a number of tests on volunteers. It has thus been possible for us to compare the results of the "Breathalyzer" with those of laboratory methods of analysis.

Since July, 1956, the traffic bureau has been in possession of this apparatus.



Variation in the number of alcohol determinations made before and after adopting the BREATHALYZER.

The consequences that can result from a blood alcohol analysis are sometimes very serious and all possible precautions should be taken so that the service is absolutely safe. That is why the samples that we receive are analyzed by two different methods and the results are reported only if the values obtained are in sufficient agreement.

The use of the "Breathalyzer" is a great help. It is an excellent means of detection. The results that it gives are good but we are of the opinion that there should also be laboratory controls. That is why the police officer insists, when the "Breathalyzer" shows values greater than those permitted (.10% in Geneva) that the accused give a blood sample. In case of refusal, it is assumed that he has confidence in the apparatus and that he accepts the results to his risk and peril.

Before closing, we wish to add that, seeking to cause as little inconvenience to drivers as possible, particularly to those who fear having blood taken from the vein, we have perfected a micromethod that permits making an analysis on 4 or 5 drops of blood taken from the fingertip. This new procedure will be adopted in our service the first of next year. ★★★

Suggestions to Officers On Forgery Investigation

By Inspector Julius L. Sternitzky

EDITOR'S NOTE: *Inspector Sternitzky is one of those rare individuals who is taking time out to make his long and rich experience available through lectures, articles and books to the present generation of police officers. We need more people like Inspector Sternitzky. He was appointed as Patrolman in the Oakland Police Department on March 10, 1916 and advanced successively through the ranks of Corporal of Police, Sergeant of Police to Assistant Inspector of Police and finally to the rank of Inspector of Police on August 8, 1923. He held this position until his retirement on May 1, 1949.*

Under the direction of the California State Board of Education, Inspector Sternitzky has lectured on worthless check investigation for over ten years in training programs for the Police, Sheriff's Deputies and Investigators for District Attorneys. His services as a lecturer on forgery and other questioned document problems have also included assignments at the University of California, San Jose State College and Fresno State College.

His book, FORGERY AND FICTITIOUS CHECKS, *has been the subject of favorable reviews from all parts of the world.*

CLEARINGHOUSE NUMBERS AND BANK PAPER AND PRINTERS

ALL officers should know the clearinghouse numbers of the banks in their state, because many checks are printed for forgers and mobs who have fictitious firm names and clearinghouse numbers printed on the forms. Then they proceed to fill them out and pass them in a wholesale manner to the unsuspecting merchants. It would be most valuable in preventing this type of forgery if a law were passed in all states requiring printers who print bank checks to verify with the bank mentioned on the checks whether the firm has an account in good order. Honest, established printers and engravers usually observe the fundamental principles involved, and many times have by their information prevented this type of forgery.

In patrolling their beats, officers should confer with printers occasionally. They may learn that some person has left a lot of bank paper, with a form for printing some firm checks, and the printer is suspicious and wishes confirmation. In such a case the patrolman, whether new to his work or experienced, should immediately notify his Check Detail or the detective assigned to these duties, so that the necessary information may be obtained. It may soon be ascertained that there is no such firm, or in the event a well-known firm name was used, that this firm did not order any checks, does not carry an account at the bank mentioned, and, furthermore, the form given to the printer does not conform with their original checks. A watch is then placed on the printing establishment, and the forgers are picked up when they call for the checks. After their arrest it may be found that they are wanted in other cities and states for committing the same offense.

Checking with the paper house which sold them the bank paper is also important, as these forgers usually state that they are having a new series of checks printed for their firm, or they give some other similar reason. They have thereby declared that they are the owners or representatives of the firm, thus establishing a conspiracy to defraud which, together with leaving the form with the printer, further establishes intent.

A number of years ago numerous forged firm checks were passed in cities of the Bay area in California, including San Francisco, Oakland, Berkeley, and others. A certain type of bank paper was used and it was always the same. It was soon ascertained that the paper was sold by a San Francisco firm, and the Check Detail of the San Francisco Police Department was notified. A watch was placed at the paper house, and an employee was arrested when bank paper of the same type was found in his lunch box, which he was carrying out after his day's work. Before the investigation was completed, two of his brothers, one an ex-con, were arrested and confessions obtained. They were all charged in a general conspiracy complaint and their cases disposed of as prescribed by the statutes of the State of California.

It should be kept in mind that all paper dealers who sell bank paper in wholesale lots will co-operate with any officer who is investigating and tracing bank paper. Such dealers usually have a man in their department who can inform the officer or officers, where the paper which they are tracing is manufactured and sold. When a bank check is held to the light, the watermark will plainly show, if it has such a mark. If no watermark shows, and it is necessary to trace the paper, it would be advisable to send one of the checks to the Federal Bureau of Investigation at Washington, D.C. as they maintain a complete file. The F.B.I. also has a complete file on handwriting of forgers and may be able to identify the writer of the check.

Address: Inspector J. L. Sternitzky, 5321 James Avenue, Oakland 9, California.

CHECK KITING

A newspaper item, dated October 16, 1956, from Fort Worth, Texas, stated that a bank had failed to open for business recently and that its president had resigned his position. Other officials and a State Bank Commissioner were going over the books. Still another person, a spokesman for the Insurance Corporation, stated that the shortage was in excess of $600,000. One official said that the reason for the failure was "check kiting," though he did not accuse anyone.

This incident brings to mind the old saying that "a chain is only as strong as its weakest link"; consequently, if any banks or business houses have knowledge of a weak link in their establishments, the time to eliminate it is as soon as it is discovered.

Alert detectives and officers from local Police and Sheriff's Departments can perform a great service to banks and business firms by setting a casual watch, or even by occasionally standing in the aisle of a bank. They may see some of the "boys" or past offenders stroll in through the front door, then casually stroll out a side door because they have seen the officer on duty.

The following three checks, all endorsed in the same handwriting, were stolen from the lobbies of large office buildings in Los Angeles in 1948. There are only a few of a large number of checks issued by prominent firms to various people, all stolen and the endorsements forged.

The thief and forger had a unique plan of operation by which he obtained the checks. He would wait in the lobby of a large office building, usually about 5:00 P.M. when office clerks were leaving the building. The outgoing mail would be left on top of the locked mail boxes containing the chute mail, instead of being deposited in a regular mail box or left at the post office. Thus the forger was able to steal many of the checks. By simply showing the envelope which had contained the check, he identified himself as the owner and was accepted as such.

This man was arrested in Los Angeles—I believe by Lieutenant Stensland of the Los Angeles Sheriff's Office—who identified him as a man whom he had arrested for a similar offense. He was sentenced to a Federal Penitentiary for a seven-year term. After his release he was again arrested for a similar offense for which he is now serving another sentence.

In order to eliminate the method by which this forger operated, firms in office buildings should delegate an employee to deliver the mail to the post office or to place it in a regular mail box after working hours.

Before the forger received his sentence in Los Angeles, I requested the Los Angeles Sheriff to send a photo and exemplars of the forger's handwriting for comparison with the signature on forged endorsed checks cashed in Oakland. It was soon ascertained that his handwriting was similar to that on these checks; hardly any effort was made to disguise the handwriting. All the capital letters, and many of the small letters, together with the slant of writing and stroking and movement, were all in the same classification. When photographed copies of the checks which had been passed in Oakland were mailed to Lieutenant Stensland, he returned them a few days later with the terse statement, "Nothing to worry about, Inspector; he admits stealing and passing all the checks; going up to Federal Pen for seven years; probably do it again when he gets out."

It can be noted that one of the checks cashed in Oakland has an address in Long Beach, and another has a San Diego address. Both of these cities are about five hundred miles from Oakland. In a case of this kind the decision as to cashing a check drawn on a Los Angeles firm should be left to an officer of the company or firm, and not to an inexperienced cashier. In the presentation of any strange check, the first thing necessary is to establish the validity of the check before cashing it. A wire to Los Angeles should have brought warning that the checks had been stolen.

The following old check, payable to Cash and signed L. B. Filipelli,

Genuine HUSQVARNA

Imagine buying this world famous HUSQVARNA weapon at this very low price . . . it's the BEST BUY OF THE YEAR! . . . brought to you by the only importer of this superb Revolver.

Husqvarna $13.95

Very Good Condition

- 7.5 Caliber (.32)
- 4½" Barrel
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was shown to "Johnny" Filipelli in Oakland at the time it was reported and had been returned by the bank, marked "Unable to locate at Day & Night Branch, Bank of America."

Johnny, a leading bail bond broker, very well known in Oakland, would never have cashed a check without sufficient funds in the bank. He was quite disappointed and said, "Gee, can you catch that guy? I do not know who to suspect, so many people know me." He was informed that many prominent people are a mark for the forgers. They do not hesitate to forge the names of people in all walks of life, including those of the clergy, lawyers, and others—even Sheriffs. Johnny, who was given to expressing his feelings with outbursts of laughter, then let out one of his famous laughs which could be heard all over any large building, or on the street a block away, and exclaimed, "So you think I am a prominent man, and that is the reason my name was forged; everybody knows me; why couldn't he have used some other name?" Then he let out another of his famous laughs, which of course led everyone present either to laugh or smile. He is still trying to figure out who forged his name, and occasionally reminds me of the occurrence, stating that he would like to see this check published.

The next check, signed Jack Young, Sheriff, Crane County, Texas, is one of numerous checks on which the name of the Sheriff was signed without his authority and which were passed in many states. The passer of the check was arrested in Oakland, at a hotel where he had stopped the previous year and one of many places which had been warned in the event he appeared again. He was dressed in real Western style, wearing a large sombrero, black leather coat, and black leather boots and tan shirt. Pinned on his shirt was a large silver badge inscribed with the name of Jack Young, Sheriff, Crane County, Texas. He also wore a large leather belt with a 38 caliber pistol strapped to each side. The check exhibited herewith was one found on his person, which he stated he had written.

When news of his arrest was published, the Oakland Police Department received word that this man was wanted in many cities and states. Telegrams, letters, and telephone calls were received for several days after his arrest. Information was received stating that he had sent many articles to Sheriff Young which had been purchased by forged checks. These included saddles, blankets, and other items, which he apparently sent to Sheriff Young as a sort of peace offering of good will.

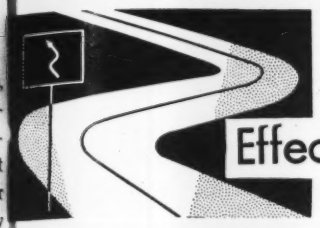
Since the closest city holding warrants for him was San Francisco, Oakland turned him over to the San Francisco Police Department.

The record of this man becomes more and more complicated. Sometime later he was in jail in Florida, and notwithstanding that his record shows detention in a Texas hospital for a mental ailment, the latest report is that he was turned over to Texas from Colorado. He is now held in Texas State Penitentiary. This type of forger is probably mentally ill; however, if found sane after an examination by qualified psychiatrists, he should receive sentence according to his crime. He has been masquerading around the country long enough and should receive his just deserts.

Another forger recently operated in several California cities forging the name of the Sheriff of the county in which he operated. His handwriting is quite similar to that on the check signed "Jack Young, Sheriff, Crane County, Texas." However, his personal description is not the same as that of the Texas forger. He, too, has a criminal record in several states, and it would be wise for all Sheriffs to issue circulars in their respective counties, describing both of these persons to merchants and other business people who cash checks, and requesting them to place the circulars on their cash registers where all employees can see them. They should receive specific instruction to telephone the Sheriff to verify the presented check.

A copy of each forger's handwriting can be obtained from the California State Bureau of Identification. Each check should be reproduced on the circular, together with a description of the forger. Through this method of carefully instructing the owner of each establishment who cashes checks, the forger is bound to be caught. For many years the writer used this method of apprehension and found it successful.

It is hoped that the foregoing discussion will prove of benefit to all who have to deal with the crime of check forgery and that the suggestions included may be of assistance in helping to deter the criminal who attempts to fleece the public in this way. ★★★



Effect of Single and Multiple Patrols On Police Fatalities

By Robert H. Kirkwood

EDITOR'S NOTE: *When Chief Bernard C. Brannon of the Kansas City Police Department made available his masterly report on the one man patrol car system in that city, there followed a resurgence of interest throughout the country with respect to this major development in the American police services. Chief Brannon concluded, regarding the safety of the officer alone in a patrol car—**"He was not riding his old patrol area alone—his fellow officer was still there, but in an additional car."** Further confiming the safety factor in the one man patrol car operation, the following study conducted under the auspices of the **Institute of Public Administration,** 684 Park Avenue, New York, is of special interest. It is presented and made available to readers of the Journal through the courtesy of the **Institute.***

EXAMINATION of the circumstances of police fatalities shows few cases of policemen on single motorized patrol who were killed by criminals, although numerous city and state forces have operated for years with one-man patrol cars exclusively and many more are using some one-man cars. Homicidal attack by criminals on policemen engaged in single motorized patrols are somewhat less than they are on dual or multiple patrols; for state police forces the death rate among single patrols is much lower.

The pros and cons of the one-man versus the two-man patrol car have been hotly contested ever since the patrol car was first introduced. It is a highly controversial problem and many opinions prevail as to the relative merit of both systems, but thus far little in way of factual support for either method has been presented to help clarify the issue.

Records of the past decade produce scant evidence to support the arguments of those who maintain that the life of a patrolman operating alone in a car is in much greater danger than when he is accompanied by a fellow officer. In fact, the number of policemen killed accidentally by fellow officers is large enough to suggest hazards for those on dual or multiple patrol which are not present when the patrolman is working alone.

Furthermore, death rates for policemen killed in line of duty from all causes compare very favorably with the rates for other occupations. Fatalities are more frequent among police than among tradesmen or service occupations, or in the manufacturing and public utilities industries, but they are consistently lower for police than for workers in transportation, agriculture, construction work, or mines, quarries and petroleum wells. Indications are that the police death rate is already about as low as can be expected and that it has been little influenced by the various types of patrol.

It is concluded from an examination of assembled figures, that most police forces could operate all of their patrol cars with one man, with certain particularly hazardous situations and areas excluded, and not cause any increase in the death rate. Foot and motorcycle patrolmen have operated alone for many years, and there is no indication that routine motorized patrol is any more hazardous. Moreover, the motorized patrolman has the added protection of the car and reinforcements which are readily available due to modern communication devices and rapid means of transportation.

BASIS OF THIS STUDY

These findings are based on an inquiry into 283 cases of policemen killed in 136 cities over two, four-year periods, 1938-1941 and 1945-1948. The reports come from over 3,000 cities furnishing such information to the Federal Bureau of Investigation and they are supplemented by more detailed reports especially collected from cities in which police casualties occurred.

TABLE I
SUMMARY OF DATA ON WHICH STUDY IS BASED

Category	*Number*
Cities: 1938-1941 and 1945-1948	
Number of Cities With Cases of Policemen Killed	179
Number of Cities Furnishing Information on Individual Cases	136
Number of Policemen Killed	345*
Number of Policemen Killed on Which Information Was Obtained	283
Policemen Killed by Criminals	169
Policemen Killed Accidentally	96
Policemen Killed in Other Categories	18
States: 1939-1948	
Number of States Reporting Information	45
Number of States Reporting Cases of Homicidal Attack	29
Number of States Reporting No Cases	16
Number of Cases Reported	73
Policemen Killed by Criminals	28
Policemen Assaulted by Criminals	45

* The 345 cases of municipal policemen killed include those killed by criminals for the eight year period and a part of those killed accidentally or from other causes. This is due to differing classifications in the *Uniform Crime Reports:* "Police Killed by Criminals" for the years 1938-1941 and "Police Killed in Line of Duty" for the years 1945-1948.

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State data were also secured from forty-five states for the ten year period, 1939-1948, and include not only deaths but also felonious assaults at the hands of criminals. Assault data are as valuable as those involving deaths in determining the relative dangers attached to single and dual patrols.[1]

Coverage of the information received on deaths and felonious assults is very high for the state police forces. For cities, information was collected on 82 per cent of all policemen reported killed. Cities supplying information to the FBI steadily increased from 389 in 1938, containing 74 per cent of the urban population in the United States, to 3,225 cities in 1948 or 98 per cent of the urban population. The cities reporting are widely distributed throughout all population groups.

MUNICIPAL POLICE EXPERIENCE

Seventy-five per cent of all municipal police officers killed by criminals during the eight year period were assigned to foot or motorized patrol at time of death. Of the seventy-eight on motorized patrol, ten were operating cars alone, fifty-three were accompanied by another officer, and fifteen were in a group of three or more officers. Of the motor patrolmen killed by criminals only 13 per cent were operating in one-man cars, while

[1] The term assault as used in this study refers only to cases where a policeman suffered bodily injury from the use of a weapon by his assailant.

TABLE II

NUMBER OF CITIES IN EACH POPULATION GROUP REPORTING FOR 1941 AND 1948

Population Group	*1941*	*1948*
Cities Over 500,000	14	14
250,000-500,000	23	22
100,000-250,000	54	55
50,000-100,000	106	107
25,000- 50,000	212	213
10,000- 25,000	—	655
Less than 10,000	—	2,159
Total Cities	409	3,225

87 per cent were in cars manned by two or more men. Percentages alone are not a fair basis of comparison but more specific death rates which also present single patrols in a favorable light will be introduced at a later point in this statement.

Examination of the circumstances of all police deaths due to criminals, regardless of the type of police work, reveals that 58.6 per cent were accompanied by one or more policemen, while 41.4 per cent were working alone at time the homicidal assault occurred. This is particularly significant because foot patrol embraces approximately one-third of all city police employees, the largest of all duty assignments. With few exceptions these officers patrol their beats alone. Only about one-

TABLE III

CITY POLICE OFFICERS KILLED BY CRIMINALS, BY TYPE OF PATROL OR DUTY ASSIGNMENT FOR THE YEARS 1938-1941 AND 1945-1948

Patrol or Duty Assignment	*Number Killed*
Automobile Patrol	78
Foot Patrol	48
Headquarters	5
Investigation	26
Motorcycle Patrol	1
Traffic Duty	1
Other Duty	10
Total Killed	169

fifth of city police are assigned to motorized patrol, and of these a large proportion patrol alone. Thus the actual hazards of dual and multiple patrols are probably higher than these raw figures indicate.

From a total of 283 city policemen killed, ten were killed by fellow officers, seven accidentally and three non-accidentally. Taken together they represent 3.5 per cent of the total number killed, or 5.9 per cent of the number killed by criminals. Particularly disturbing is the fact that the number of police who were killed by fellow officers equals the number on single motorized patrol who were killed by criminals during the entire eight year period.

All in all, the data seem to indicate that the old adage "there is safety in numbers" has not held true as far as city police service is concerned.

TABLE IV

CITY POLICE OFFICERS KILLED BY CRIMINALS WHILE ON MOTORIZED PATROL, SHOWN BY STRENGTH OF THE PATROL CREW, 1938-1941 AND 1945-1948

Population Group	*Motorized Patrol* POLICEMEN KILLED BY CRIMINALS	*Type of Motor Patrol* SINGLE PATROL	DOUBLE PATROL	MULTIPLE PATROL
Cities Over 500,000	36	3	24	9
250,000-500,000	11	2	8	1
100,000-250,000	3	1	2	0
50,000-100,000	5	1	4	0
25,000- 50,000	6	2	3	1
10,000- 25,000	13	0	10	3
Less than 10,000	4	1	2	1
Total	78	10	53	15

STATE POLICE EXPERIENCE

State police and highway patrol forces operate approximately 8,300 patrol cars, which is not far below the total operated by all municipalities over 10,000 in population. The states thus afford a valuable experience that has often been disregarded by those interested in patrol methods. Twenty-nine states reported for the ten year period a total of seventy-three casualties, including twenty-eight deaths at the hands of criminals and forty-five felonious assaults. Sixteen states, currently operating 1,600 patrol cars of which over 80 per cent are manned by one-man crews, reported no deaths and no assaults. This in itself is a significant fact although rural police service is probably less hazardous than that in large urban areas. Nearly one-half of all municipal policemen killed by criminals are in 14 cities over 500,000 in population.

TABLE V

STATE POLICE OFFICERS ASSAULTED OR KILLED BY CRIMINALS BY TYPE OF POLICE DUTY, 1939-1948

Patrol or Duty Assignment	*Number Assaulted*	*Number Killed*	*Total*
Automobile Patrol	32	21	53*
Foot Patrol	1	1	2
Motorcycle Patrol	2	1	3
Other Duty	10	5	15
Total Assaulted or Killed	45	28	73

* The patrol function in most of the states is completely motorized which explains the large number of casualties attributed to this type of patrol.

Twenty-seven state policemen were killed or assaulted on motorized patrol while working alone, and twenty-six suffered similar casualties while on double or multiple patrol. This virtual equality in numbers is deceptive because one-man patrol cars are 70 per cent more numerous than two-man cars.

Thus far the evidence on behalf of one-man patrol seems so overwhelming as virtually to close the argument so far as the issue of safety is concerned.

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TABLE VI

STATE POLICE OFFICERS ASSAULTED OR KILLED BY CRIMINALS WHILE ON MOTORIZED PATROL, SHOWN BY STRENGTH OF THE PATROL CREW, 1939-1948

	Motorized Patrol POLICEMEN ASSAULTED OR KILLED BY CRIMINALS	*Type of Motor Patrol* SINGLE PATROL	DOUBLE PATROL	MULTIPLE PATROL
Assaulted	32	13	11	8
Killed	21	14	6	1
Total	53	27	17	9

COMPARATIVE RATES

There are certain cross influences, however, that serve to limit the universal application of the foregoing observations. One of them springs from the fact that New York City's exclusively dual patrols constitute an important part of the municipal data presented above, and its low fatality rates therefore exercise a large influence. Another is derived from the fact that the number of hazardous exposures is controlled by the extent to which the various types of motor patrol are conducted during a police department's twenty-four hour day. When these factors are applied to cities in which fatalities occurred during the four year postwar period, 1945-1948, the rates, excluding New York, are 2.8 deaths per 1,000 one-man patrol car units, and 3.11 deaths per 1,000

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plural patrol units. But with New York included in the computation, the rate for plural units is lowered to 2.27 while that for one-man cars is unchanged.

New York City's fatality record is so much better than the national average for other places reporting fatalities, that its large size serves actually to reverse the national picture. New York operates no uniformed single patrol units. If it did so, a fair basis for comparison would be offered within its own boundaries.

TABLE VII

CITY DEATH RATES FOR POLICEMEN KILLED BY CRIMINALS FOR FOUR YEAR PERIOD, 1945-1948

	Single Patrol		*Plural Patrol*	
	PATROL UNITS PER DEATH	RATES PER 1,000 PATROL UNITS	PATROL UNITS PER DEATH	RATE PER 1,000 PATROL UNITS
All Cities Excluding New York	356.9	2.80	321.8	3.11
All Cities Including New York	356.9	2.80	440.5	2.27

For all forty-five of the reporting states, the number of assaults and deaths in state police service for the ten year period, 1939-1948, based on the current distribution of patrol cars, is only 1.96 per 1,000 single patrol units and 3.22 per 1,000 dual or multiple patrol units.

The reader is cautioned lest he view the city and state rates as comparable. The state rates, containing both deaths and assaults, reflect a ten year casualty total based upon patrol units in operation for a single year, while city rates are computed on a straight four year total of deaths and patrol units. The states have hazards far below those encountered at the city level. These facts are significant especially when it is noted that the area covered by each state patrol officer is many times greater than that covered by the municipal officer, and that reinforcements are not immediately available to the state officer.

TABLE VIII

STATE DEATH RATES FOR POLICEMEN KILLED OR ASSAULTED BY CRIMINALS TEN YEAR TOTAL (1939-1948) COMPARED TO CURRENT PATROL UNITS IN OPERATION

	Single Patrol		*Plural Patrol*	
	PATROL UNITS PER DEATH	RATE PER 1,000 PATROL UNITS	PATROL UNITS PER DEATH	RATE PER 1,000 PATROL UNITS
Policemen Killed	985.3	1.01	1,152.0	0.87
Policemen Assaulted	1,061.1	0.94	424.4	2.36
Total Killed or Assaulted	510.9	1.96	310.2	3.22

It is at this point that inadequate data thwart a full appraisal. For if the hourly distribution of motor patrols in the 3,000 cities which experienced no casualties were available, there can be little doubt that the nation-wide rate, including New York City, would show that one-man patrols have the better record. This view is presented with some confidence because for all cities over 10,000 population only one city out of each 324 cities using one-man cars exclusively reported a motorized patrol death during 1945-1948, whereas the comparable ratio in places using only dual or multiple patrol crews is at the much higher level of one in fifty-six.

TABLE IX

NUMBER OF CITIES WITH NO POLICE OFFICERS KILLED BY CRIMINALS SHOWN BY TYPES OF PATROL, 1945-1948

Type of Patrol	*1945*	*1946*	*1947*	*1948*
One-Man Patrol Cars Only				
Total Number of Cities	205	162	151	129
Cities Reporting One or More Fatalities on Motorized Patrol (Deduct)	0	1	1	0
Number of Cities With No Fatalities	205	161	150	129
Two-Man Patrol Cars Only				
Total Number of Cities	444	422	305	296
Cities Reporting One or More Fatalities on Motorized Patrol (Deduct)	6	9	5	6
Number of Cities With No Fatalities	438	413	300	290
Combination Patrol (One- and Two-Man Cars)				
Total Number of Cities	365	302	384	401
Cities Reporting One or More Fatalities on Motorized Patrol (Deduct)	5	3	5	4
Number of Cities With No Fatalities	360	229	379	397

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OCCUPATIONAL DEATH RATES

It is very important that cities and states develop procedures and techniques that will offer their employees adequate protection. A major factor in such development is the death rate for police service and its comparison with that of other occupations. The least hazardous of all occupations takes a certain toll each year in deaths, and the trend over a period of years is often called the normal occupational death rate.

TABLE X

OCCUPATIONAL DEATH RATE PER 100,000 EMPLOYEES IN NATION 1945-1948

	1945	*1946*	*1947*	*1948*
Major Industries				
Trade	10	14	15	14
Service	20	18	18	15
Manufacturing	19	17	17	16
Public Utilities	44	33	31	29
Transportation	68	53	53	48
Agriculture	53	54	52	55
Construction	126	105	96	93
Mining, Quarrying, Oil and Gas Wells	187	163	167	154
Average Rate for All Workers in Nation	32	31	30	29
Police Service (Municipal)				
Rate for All Policemen Killed in Line of Duty	37	50	43	35
Rate for Policemen Killed by Criminals	22	25	25	16
Rate for Policemen Killed by Criminals While on Motorized Patrol	22	25	25	16
	9	12	11	12

SOURCE: National Safety Council, *Accident Facts, 1946-1949.* The rates for police service were specially computed for the present study.

The accompanying table gives the occupational death rate for the years 1945-1948 for each of eight major industries as they are reported by the National Safety Council, along with similar data specially computed here for police service. The occupational death rate for all municipal police employees—that is, the death rate for all employees killed in line of duty—compares very favorably with the rates for other occupations. The death rates among employees engaged in transportation, agriculture, construction work, or in mines, quarries and petroleum wells have been consistently greater than they have been for those engaged in police work. This fact does not justify a relaxation of existing high levels of safety precautions attained for the protection of police employees, but it may well be that in view of the character of the work involved, the occupational death rate for police service is already about as low as can be expected and that it has been little influenced by the various types of patrol.

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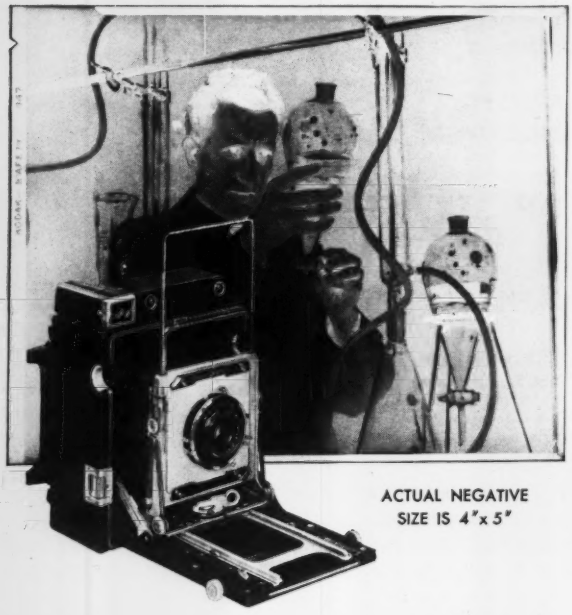

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These broad indices are clear, but they do not answer many of the detailed questions with which police administrators must contend. It is not enough that the findings of this study should point in the general direction of one-man crews. Other factors also must be determined and weighed before a decision can be reached as to the correct type and strength of patrol units. Police administrators must take into account such matters as the crime pattern, the type of people or businesses occupying the area to be patrolled, the characteristics and special hazards of the area, the training available in procedures and techniques, the subjective attitudes of police, and the equipment available. Sorely needed also is a close appraisal of the relative value of single, dual and multiple patrols to the areas in which they are employed. Local practices may operate artificially to reduce the single patrol fatality rate, when such units are withheld from response to complaints, and dual patrols are dispatched in their stead.

Hence the factors determining whether one or two men should be used in a patrol car may vary widely among cities and from one part of the country to another and from section to section of the same city or state. Their influence reaches to the core of law enforcement, and will have an increasingly important bearing upon the success or failure of police operations. Until a better factual base can be established, the standards controlling motor patrols will abide in the realm of heated controversy.

Study of patrol problems could be greatly extended if data were available showing patrol cars in operation, the number manned by one, two or more police officers, and the type of patrol used on each shift. Information as to the circumstances under which policemen are killed needs to be related to these basic facts.

Among other things, one would like to know how many motorized policemen who patrol alone are accorded the protection of a two-way radio. Data on assaults on policemen also are needed since their volume would greatly enlarge the factual basis and increase the reliability of conclusions.

Perhaps this initial effort, qualified and tentative as its findings must necessarily be, will encourage the regular collection of more complete data, to the end that future inquiries may penetrate still further into the thicket of hard facts, and emerge with conclusions having an immediate and a practical value in specific situations. ★★★

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Hurdles to Professional Police Competence: II. The Strict Seniority System

By A. C. Germann

EDITOR'S NOTE: *Dr. Germann received the Bachelor's degree in Philosophy at Loyola University, Master's in Public Administration at the University of Southern California (Thesis: The Executive Development of Police Administrators by Agency and College), and the Doctorate in Public Administration (Dissertation: Police Personnel Management) at the University of Southern California.*

He was a sworn officer of the Los Angeles Police Department from 1949 to 1955, serving in traffic, jail, juvenile, patrol, vice, and administrative assignments. He holds the rank of Professor of Police Science at Long Beach State College, Long Beach, California, and was formerly a professor on the faculty of the School of Police Administration, Michigan State University.

Dr. Germann served with the U. S. Air Force in World War II, and during the Korean engagement. He is a member of the International Association of Chiefs of Police, the Society for the Advancement of Criminology (Central Vice President, 1957), and the American Society for Public Administration. This is the third in a series of articles written exclusively for POLICE by Professor Germann.

"THE Seniority principle has little to commend it from the standpoint of good administration."[1]

The "Seniority System," wherein personnel with the greatest amount of time served are granted privileges, usually takes two forms. In one type, privileges are granted to senior members of the agency, but are *contingent upon competence and character;* in the other type, the strict seniority system, *time on the job is the sole criterion for privileges.* It is with the latter type—the strict seniority system—that we treat.

Police personnel management has as its objectives the selection, remuneration, development, regulation and motivation of its officers. It would seem obvious that only the most competent, only those with the greatest capacity, and only those of highest character would be promoted, given longevity pay, placed in highly responsible assignments, and given special privileges. Yet, in the American police service, there exist many smaller jurisdictions which base important personnel decisions solely on the criterion of seniority.

Ordinarily, an officer's value to the department may be expected to increase as he becomes familiar with and skilled in his duties, and ordinarily a department's responsibility toward an officer increases as his length of service increases.

Nonetheless, there do exist many specific instances where Officer Wise, with but three years of seniority, may be far more competent than Officer Molasses, with ten years of seniority—and it is in these situations that the task of the police administrator becomes difficult if the traditions of the agency demand strict adherence to seniority rights. The police administrator who is professionally oriented desires to base his decisions regarding personnel matters on the criterion of "The Best," whereas custom may demand that he defer to "The Oldest"—and woe to him that ignores long seated custom!

Our processes of measuring quality of service—such as performance ratings, personnel history cards, etc. —are admittedly inadequate, and often inaccurate. Hence it is understandable why the seniority system is relied on by police administrators who cannot, or will not, develop alternative devices for evaluating the work performance of their personnel.

Realistically, these problems must be faced head-on. Today's administrator of police is being prodded constantly for more competent and edifying service; he is expected to believe in fair play, impartial personnel management, and in rewarding conscientious work—but many times this move toward better service is frustrated by the seniority system. How? Let us see:

RECRUITMENT

Most of our law enforcement agencies are under-manned, and great effort is being expended in attempts to attract young men of capacity, ability, and character to the police service. All agencies are seeking the highly qualified man, and most agencies are consistently raising their selection standards. Low pay has become the "whipping boy" for failures to attract sufficient candidates, but even in many jurisdictions which offer substantial pay, police ranks are unfilled. Could the strict seniority system be a reason for manpower shortages?

It would seem that the high-level candidate would be discouraged as soon as he found that he was to receive, for many years, only the chaff of the agency. It would seem that the high-level candidate would fear that no matter his capacity, no matter his character, no matter how competent his work, he might, for many years, remain on those shifts and assignments which are spurned by his seniors—and thus forced to stagnate.

There are approximately 77 jun-

Address: Dr. A. C. Germann, Professor of Police Science, Long Beach State College, Long Beach 4, California.

[1] Mosher, William E.; Kingsley, J. Donald; and Stahl, O. Glenn: *Public Personnel for Administration*, Third Edition, New York, Harper, 1950, p. 275.

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ior-colleges, colleges and universities in the United States which offer training courses, certificates, and degrees in the law enforcement area, and several times each year substantial numbers of highly motivated people are made available to law enforcement agencies. It is understandable why so few of these young men enter the municipal police service when their career progress may depend, not on effort, ability, capacity, or professional conduct, but so very often on the promotion, death, dismissal, or retirement of senior officers.

PLACEMENT

To arbitrarily assign a new recruit to an undesirable shift and beat only because senior personnel have pre-empted all desirable positions is gravely harmful—particularly if this new officer can move to another shift or beat only when an older man is promoted, fired, retired, or deceased.

New recruits should be rotated through the shifts and assignments, for a time, as a training device. They should get a good taste of undesirable assignments and shifts, but also a good taste of pleasant assignments and shifts, but the strict seniority system often renders this training job-rotation impossible.

Specialized assignments should be filled with the most competent officers—and years of service should never serve as the sole criterion for appointment to these positions. To lay claim to a specialized job—of any nature—*simply* on the basis of time served is patently absurd, and harmful to the agency as well as to the community.

PROMOTION

Some large police agencies have frequent promotional opportunities—and thus have an advantage in that stimuli are presented to workers of proved ability. Other agencies have relatively few promotional opportunities, thus fewer stimuli—but even these are negated by strict seniority promotions.

Whenever we find a non-competitive promotional system, we usually find adherence to the seniority rule wherein the oldest claims and receives promotion. It would be wise for all of us to realize the stultifying effects of such seniority-based promotion on the balance of the force, for usually, instead of finding officers who constantly strive for more effective work, we find officers who have but one thought, and that is to live long enough to be promoted!

To promote any officer on the basis of time alone is dangerous—dangerous for the officer, for the agency, for the community, and for the police service. It is dangerous for the officer for it may place him in a position for which he has no capacity, and which may frustrate him completely. It is dangerous for the agency, for it removes a good impetus and motivation for better work. It is dangerous for the community, for it may present the taxpayer with an inadequate and unedifying police leadership. It is dangerous for the police service for the stigma of any incompetent service attaches to all, and the entire service bears the shame.

The practice of granting seniority points towards an examination grade, where promotions are competitive, loses all meaning if points are based on service time alone without regard for the quality of that service. Seniority points on promotional examination are justified only if given to those who merit recognition and deserve reward for competent service.

RECOGNITION AND INCENTIVE

Admittedly, the police service has a great problem: How *do* we reward and recognize long, loyal, competent service for those who cannot be promoted? This is the $64,000 question.

Seniority plays a large role because of inadequate measurement of work quality, inadequate recognition for competent work, and inadequate incentives to encourage better. Seniority is the sole solace of many police elders. All that they can point to with pride and satisfaction is "—— years!"

We will stipulate that effective work should be measured, recognized, and rewarded—by incentive pay, by longevity pay, by choice of days off or vacation period, by written commendation, etc.—*but we do not believe that the mere acquisition of time should be rewarded.*

To some, the police service is but a job and nothing more. The goal: collection of the pay check; the contribution: completion of duty hours. To these people, police work is not a challenging career—it is but "retirement on the job."

Any practice of rewarding the merely adequate office exactly as the highly competent officer, or better, produces feelings of frustration, for equity demands that the greater performance should receive the greater reward. *But the strict seniority system demands flatly that more time should bring more reward.* There is a difference between

"ten years of service," and "ten years of service including proficiency in police technique, acquisition of administrative knowledge, competent and edifying discharge of duty"–but in many smaller departments the difference is not recognized.

AGENCY MORALE

To attract, motivate, and develop good officers is the goal of every police administrator. Yet many smaller departments, which utilize the strict seniority system, do not realize how that system discourages potential candidates, frustrates young officers who wish an honorable career with the agency, and hampers the development of the total manpower potential of the force.

If promotions, soft assignments and easy shifts are taken by senior officers, one might wonder just why junior officers should perform above minimum requirements. Times becomes the criterion, not performance, and this can cause new officers to capitulate to the system, and make them decide to bide their time until they too can share in the easy fruits of passed time. Other officers, frustrated, leave the agency for greener fields, or at least for greater opportunities.

CONCLUSIONS

The strict seniority system which grants favors to a select few on the basis of time alone is a hurdle to professionalization which the police service must eliminate–and soon, if law enforcement is to be consistently elevated.

The best of our police personnel will become frustrated unless they can be convinced that the goals of the organization are worthwhile, that they have a real part in the fulfillment of these goals, and that their part will be recognized. Highly motivated officers, by the very nature of their dedication, will enhance the prestige of the police service, and attract other like-minded men. Any obstacles which would deter them from the service should be removed–and the strict seniority system is sure an obstacle, for the new officer cannot vault its bar to his movement. He does not desire special privilege, he does not desire to usurp the rightful privileges of his competent seniors–but he does desire the opportunity to compete for shift and assignment and promotion on the basis of his capacity, of his proved performance, of his virtuous conduct, and he properly resents the injustice of the strict seniority system when it favors senior officers of lesser competence and integrity.

American industry is founded on the premise of free competition, and efficiency; American science on the basis of competency, and capacity; American political society on the basis of justice and equity, and the American character on the basis of integrity and virtue. The strict seniority system seems to be a holdover from a status system where it isn't what you know, or how you perform that counts, *but how long you've lasted*, a premise inconsistent with American ideals.

It has been well said that "five competent years of police experience are far more valuable than one adequate year of police experience repeated over and over again for a period of twenty years." It is stipulated that no college or university can give this experience, no more than any law school can give legal experience to a young attorney. It is stipulated that many police assignments require the acquisition of specialized experience that can be gained only through the passage of time. Nonetheless, to place experience, *unqualified*, as an idol within the police service, and to demand homage from all police personnel without question, is not facing the truth, for there are differences of competency and capacity and character among our police people; some learn slowly, some more quickly, and some with even blinding comprehension and understanding. The strict seniority system *presumes* a man of little capacity, and of small competence. Such a presumption may have been true of the American police service at one time in its history, but not today. Today's law enforcement candidate is usually selected with such care that the strict seniority system is harmful to his growth, frustrating to his morale, and inconsiderate of his integrity. ★★★

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Police Public Relations
The Administration of the Police Unit

By Pan Dodd Wheeler

EDITOR'S NOTE: *"PUBLIC RELATIONS is not a friendly smile from the policeman on the corner, the making of a report to citizens, or the holding of a tour of police department facilities—although a public relations program might involve all these.*

"Public relations is the total contact between the police unit in a community—and its staff—with the public the police unit is designed to serve.

"Good public relations are dependent on adequate police services and facilities, and the skillful maintenance of appropriate two-way communication with the public. The police must have an ear for public opinion. It must have a way to tell its story to the public."

This is how Pan Dodd Wheeler, Executive Director of the Government Public Relations Association, and a public relations adviser to municipal officials in the 263 towns and cities of Tennessee, identified police public relations in her first article, one of three written exclusively for POLICE. *The first article dealt with the* Public *of the police unit. This article treats the* Administration *of the police unit. The third will deal with the* Individual Officer *in police public relations.*

"WHATE'ER is best administered—is best." To paraphrase essayist Alexander Pope: The police department that is best administered, is best. And it will have the best public relations.

Good police public relations grow out of a good program, sound personnel practices, and adequate facilities and services. These basics to good police PR are formulated by policy and put to work in day-by-day operations by the **administration** of the police unit.

Like the egg and the hen, it is difficult to determine where police PR starts—whether with the public, the administration, or the individual officer. Since the administration and the individual officer must adjust to public opinion about the police department, the public seemed a logical place to start on police PR. One may say with sound logic, however, that the administration not only adjusts to public opinion—it helps form public opinion. And, by long-range policy decision and hourly action decisions, administration continuously moulds the public's opinion about the police department.

ADMINISTRATION DEMANDS SKILL

To administer, according to Webster, is "to manage or conduct . . . to direct or superintend the execution, application, or conduct of . . . a government, business, association, or organization." **Administors** are the persons who perform this function. **The administration** is that total group of people who have the responsibility and power to administer.

Address: Mrs. Pan Dodd Wheeler, Adviser, Municipal Information, Municipal Technical Advisory Service, Box 8260, University Station, Knoxville, Tennessee.

The goal of administration is to get the law enforcement job done—and to do it for a reasonable cost. The cost is computed not only in dollars-and-cents appropriations for the police unit, but in terms of utilizing the police manpower and facilities in a maximum way. The administration of a police department is a job for the professional. It is not a job for political hacks, amateur managers, or do-gooder laymen.

The work of maintaining law and order in a large city, the authorities say, "is a highly complicated and difficult enterprise, which cannot be successfully performed by a group of well-intentioned citizens who give only their spare time and thought to the task. Operating a police department is altogether different from maintaining a public library or a school system. . . . Police administration . . . operates in a climate of emergency which calls for strict discipline in order to meet demands for prompt and direct action. A definite location of authority in the hands of a single individual forms the foundation for such discipline.

"The type of administration in which the police find themselves compelled to function may cripple the effective line power of the organization, or may foster a high degree of competence and efficiency."[1]

What is true for the large city police administration is equally true in the village. Police Chief Charles Gardner, New Glarus, Wisc. (population 1,224) says, "A village police department starts with the village board. A board must hire a man to head that department. This man must be qualified, and must have the complete confidence of the board and the people of the village. There must be as little interference from the board as possible."[2]

Good public relations stem from well-run departments where there is a single, responsible, professional executive. And this is true whatever the form of government or the size and character of the geographical area served by the police organization.

THE ADMINISTRATIVE ROLE IN PR

What is the role of the administrator in the police organization? Generally, "decisions which can be assigned to the administrator will be those in which the element of factual and technical knowledge plays a larger part . . . and . . . in which the influences of the community on the administrator can be counted upon to keep his decisions in conformity with community values."[3]

Police department administration consists mainly of two types.

1. Combined Safety Operation

Under this plan, a single administrator is responsible for both the police and fire departments and works directly under the council, the mayor, or the city manager. (Or the city manager may also be the safety director.) The safety director has overall authority relative to general planning, policy, and direction. He has specific executive duties and is the liaison between the two departments and the council. He is the authoritative spokesman—to the press and to the council—for the combined police-fire operation. His work in public relations, however, supplements and reinforces—but in no way replaces—the public relations responsibilities of the chiefs of the police and fire departments subordinate to him.

2. Independent Department

In this plan, the police chief is the administrative head of the department, working directly under the council, mayor, or manager. He has the overall executive responsibility and is the authoritative spokesman for the police to the press, other media, and the general public.

Public relations, both internal and external, are an integral part of administration. Internal relations involve:

Police department organization
Recruitment and training of personnel
Work schedules and team spirit
Contacts and communications inside the department
Interdepartmental relations (between the police and other departments, the police and the chief executive, the police and the budgeting and legislative body).

External relations, so far as administration is concerned, involve:

Press and other information media
Groups of citizens (clubs, societies, businesses, schools)
Individual citizens
Other law enforcement groups.

POLICE PR CASE HISTORY

Public understanding, support, and reaction were factors in the reorganization of the Knoxville, Tenn., police department, according to Safety Director David Garrison. A traffic chief—who shared the top echelon with the police chief—was eliminated. A single police chief now heads the department. He is Joe Kimsey, a veteran of thirty years with the police department and a leader who rose through the ranks.

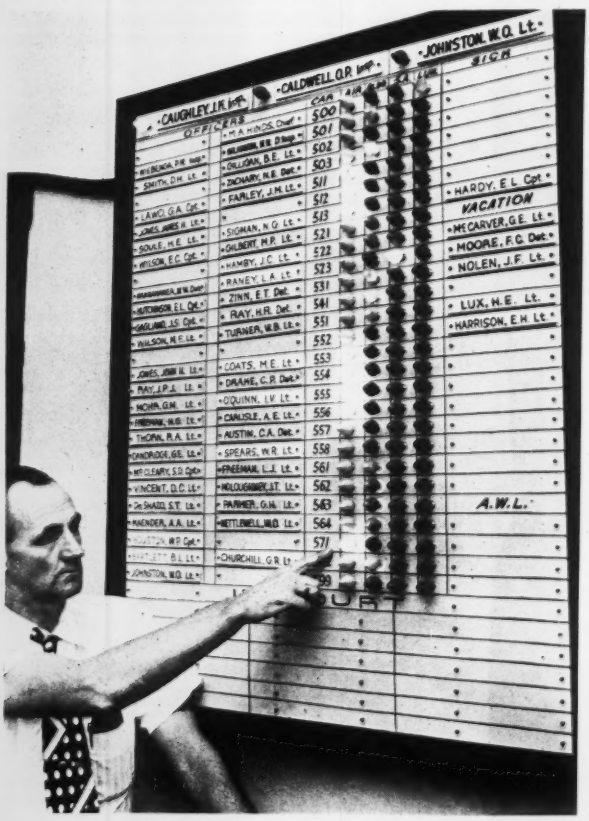
This new organization, an improved recruitment procedure, a hand-picked traffic control unit, a uniform allowance—secured in the current city budget, and a consistent "fair but firm" treatment for the 212 officers and staff members of the department have "boosted morale at least 75 per cent." Director Garrison thinks the improved morale "reflects in the appearance, the work, the public contacts—in everything the policeman says and

GOOD WORKING RELATIONS *with the top echelon of local government is essential in police administration. Knoxville, Tenn., Safety Director David M. Garrison, left, is the police liaison with that city's administration headed by Mayor Jack W. Dance, right. Garrison confers frequently with the mayor on matters of budget, planning, policy, and legislative proposals involving the police department.*

GOOD PUBLIC RELATIONS *call for frequent contact with other municipal officials.*

IT TAKES LEADERSHIP *to administer a police department which can effectively serve the public and win public support and cooperation. Chief Kimsey, in white cap, and Chief of Detectives Bernard Waggoner, Knoxville, have frequent staff meetings like this one with department leaders—the captains and lieutenants of the force.*

ADMINISTRATIVE INGENUITY *in the day-by-day operation of a police department creates better internal and external relations for the force. Exemplary is this Memphis officers' board which keeps tab on the whereabouts of lieutenants and captains of the department. The system of lights enables the chief—and others—to locate the staff leaders promptly.*



does." In other words, "we're convinced that good relations with the public are pegged to good morale inside the department. So, we think our PR rating has also gone up 75 per cent."

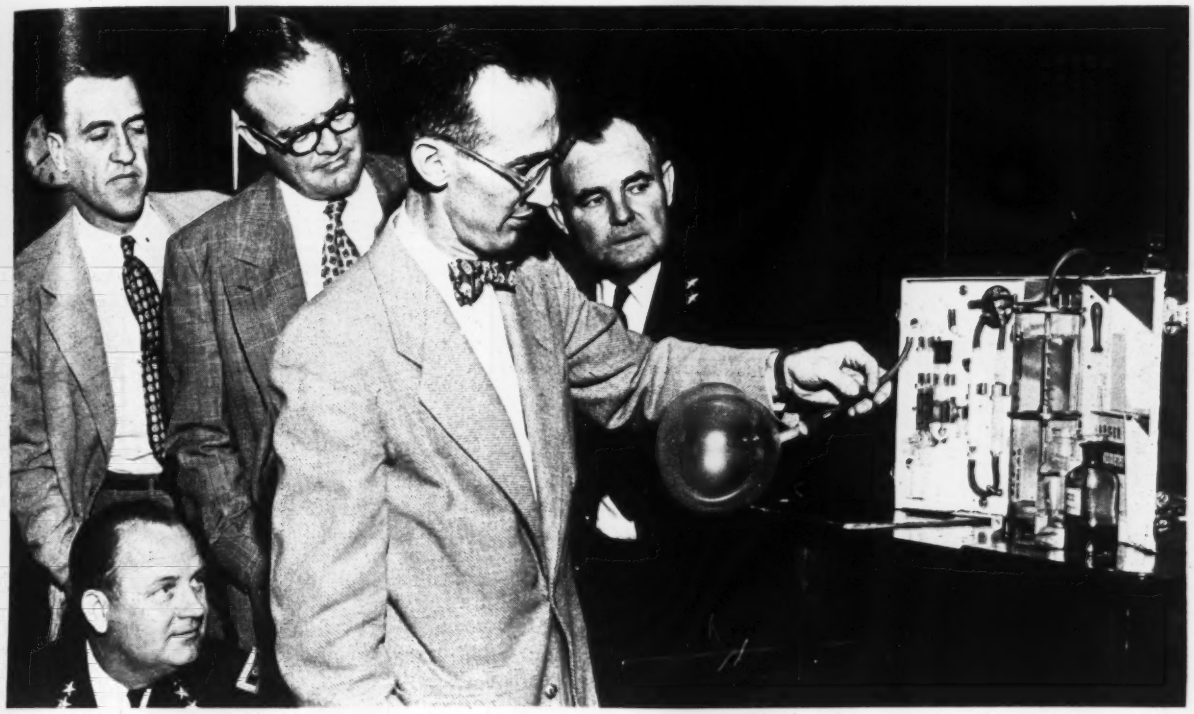
Administrator Garrison, a former newspaperman, knows whereof he speaks when he calls poor recruiting procedure the "real grist for a newspaper mill." The problem is solved by administration "not by trying to cover up bad recruiting or personnel practices, but by eliminating them." The Knoxville plan is for the Civil Service Commission to certify two candidates for each position open. Certification is on the basis of mental, physical, and character examinations. From the certified candidates, the safety director selects the new officer.

"Political favoritism in appointments or promotions is quickly resented by the men and leaves the department open to valid criticism by the press," Garrison points out. So, with Chief Kimsey, the Knoxville administrators try to select officers on the basis of character, alertness, general impression, and physical appearance. They hope to "completely ignore pressures to select a man because of his connection with a political group or a council member."

Knoxville's police chief says that officers do not ask for favors when they find out these are not available. What they want, according to Chief Kimsey, is "administrative backing when they're right and *consistent* firmness when they're wrong." They get this and more under the new Knoxville setup.

Director Garrison has ordered that praise and compliments—in the form of letters and commendations which come to the department about individual officers—be made a part of the officer's service record. He feels that it is "as important have this on record as to have every item of censure in the record."

The Knoxville administrators—both Garrison and Chief Kimsey—make themselves readily available to the press. Garrison discourages newspaper prying "just for the sake of prying." But he's found that a "no comment from me, when a reporter is after a story, is like waving



OPEN DOOR TO THE PRESS *is administrative policy that has paid off in Memphis. Here the press is called in to watch and hear a drunkometer demonstration, along with police department staff. Commissioner of Fire and Police, Claude Armour, who is a former police chief, knows the press prefers to "see for itself" where feasible, rather than get the police story through channels.*

a red flag before a bull." When there's substance to a story, "the police department's best protection is to tell the whole story and tell it straight rather than risk a distorted version getting out to the public."

Chief Kimsey appears frequently on Knoxville radio and television programs. Director Garrison has made 61 talks in a two-year period to civic and community groups. Both these activities have favorably influenced public opinion about the police department.

The following cases, like that of Knoxville's police department, illustrate ways in which the administration of the police unit directly affects public relations.

In a town of 9,000, the police department needs more than a counter in the town hall to call its own. The police chief brought this fact to the attention of a disinterested town council at every monthly meeting. He said that police officers should have locker space and a place to change clothes, that he needed some kind of an office and record space, and that a semblance of dignity and order were essential if the police were to command public respect and operate effectively.

His persistence paid off. Additional space in the court house, where the city hall is located, was secured for a locker and dressing area, a radio room, office, counseling and interrogation room, and a public counter. The immediate effect was new spirit on the part of the small force, a more efficient operating unit, and improved status in the eyes of the public.

Open-door policy is working in a major capital where two rival newspapers vie for police favors. The chief of police is available at all times to the reporters. He answers questions, provides thorough monthly reports, advises reporters of administrative and personnel changes, and makes the police blotter available to authorized newsmen of radio, television, and the two rival papers.

Among his "unbreakable" rules in dealing with the press are the following: "Don't agree to an exclusive for one of the papers but, when a reporter dreams up a special feature, never disclose its nature to a rival. Never criticize an officer, nor cast discredit on him, unless he has already been advised of the complaint, had an opportunity to confront the accuser and clear himself. Take every chance to praise police efforts when these deserve praise." Finally, "accept censure with good grace and do not hide behind vague 'political forces' as the excuse for poor administration."

Annual reports, city hall-to-citizens, are made by many communities as they are in a West Tennessee city of 15,000. Police operations were, however, pretty largely ignored in these reports until a vigorous chief stepped in. He asked for and got space to report police activities.

In addition to the routine listing of arrests, fines, and parking collections, he recounted the story of "community service to all the people." This included the escort service for funerals, patrolling for ball games, po-

The demand for police officers as speakers before civic organizations and other groups is rapidly increasing.

licing parades, handling special events like the flower show, horse show, and high school dances. It covered the department's participation in Clean Up Week, Safety-Education Day, and a "Short Sleeves" promotion. This information validated the chief's contention that "your police department is on the job 24 hours every day—serving you."

Cooperation with departments ha. paid off handsomely in a mid-west community of 7,500. Police headquarters, adjacent to the city offices and the Chamber of Commerce, is a focal point for the planning of community-wide events. The police chief takes an active part in these and encourages his officers to accept committee assignments for such activities as the annual strawberry festival, fund-raising ball games, "Big Business" day. The cooperative spirit he has generated for the police department with the other groups in the city —including businessmen—led to a nationwide award for the police chief. He was nominated for the award by local business leaders who said they were convinced the local police department "is the nation's best!"

Voluntary training, on their own time, brought good public reaction for five police officers in a new town of 10,000. The city manager studied the ICMA course, then offered to teach it to the men if they'd take the training on their own time. His own example, and the stress placed on adequate police servicing for the newly-incorporated community, resulted in good training and extra good public relations. The story of the voluntary training got good press from a nearby metropolitan newspaper and praise from local businessmen and residents.

Administrative ingenuity brought better police service in a suburban community in the southeast. Arrangements were made for installation of a telephone in the police patrol car. This made a night radio operator at headquarters unnecessary. It made possible full use of the two-man, one-car night shift. And it speeded up response to emergency calls.

Citizens of the community were told of the direct house-to-police car service via a city hall newsletter. The city manager also arranged for the printing of red-and-white gummed labels, announcing the special nighttime police service and the number to call, for attaching to phone books. These were sent with the newsletter. Citizen reaction to the new service was sufficiently good to carry the police department through a subsequent personnel crisis.

CONCLUSION

Common to each of these administrative acts was recognition on the part of the administrator that:

- Positive direction is needed in a police unit
- Professional know-how is demanded of the administrator
- The public expects and must be given service
- Selective recruitment and adequate training are good politics
- The public information media are important and merit administrative attention
- Public relations is tied to administration and facilities
- And, all these form the solid foundation for public acceptance and understanding of the police operation.

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A Proper Concept in Police Service

By Daniel S. C. Liu

EDITOR'S NOTE: *Out in the PARADISE OF THE PACIFIC, Chief Liu presides over the Police Department of Honolulu, where his record as the Chief Police Executive has attracted widespread attention. Chief Liu took the first merit system competitive examination ever given in the Honolulu Police Department. That was in 1932, shortly after a survey and reorganization of the Department had been completed. He was one of a handful from among two hundred sixty applicants who passed the examination. Chief Liu had the important experience of serving in every branch of the Department. He was a radio patrolman until January 1, 1935, when he was appointed Sergeant. He became a Lieutenant of Police on January 1, 1941, and at the same time was appointed Secretary of the Police Commission.*

Continuing his meteoric rise in the Department, on May 1, 1945, he was appointed Captain of Police, and became an Assistant Chief of Police on January 8, 1945. Three months later, the title was changed to Deputy Chief of Police. Then on July 24, 1948, following the retirement of Chief William Hoopai after thirty-four years of public service, Liu was named Chief of Police. Recognizing his contributions to the service, members of the International Association of Chiefs of Police elected to hold their 1957 Annual Convention in Honolulu. In the following article, Chief Liu demonstrates his strong devotion to the service ideals of one of government's most important professions.

WHAT is this proper concept of police service? Perhaps I can best begin by stating what I think it is not. A proper concept of service certainly is not a matter of the privileged pushing about those without privilege. It is by no means the all-knowing directing of the destinies of the all-ignorant.

It is not abuse. It is not police arrogance, condescension, intimidation, unnecessary use of force, or persecution. It is not third degree methods; it is not corruption; it is not meddling in partisan politics. It is not a game of tag with the public playing "it" all of the time. No, nor is it any small part of these things. To aid, yes—to guide, to be sure—to protect—to defend—to prevent crime—to serve, with civility—by all means. This is public service.

I am convinced that a proper concept of police performance should include and emphasize the principle of "service" in all that the word means. I believe further that a proper concept of police service can never be conceived and executed without a proper attitude. If the attitude of the police is consistently wholesome, considerate and constructive—from the chief administrator down to the newest patrolman—if arbitrary measures in handling the public are minimized—if motorists are not tagged at the slightest excuse or provocation—if positive and educative means are employed instead—then we may say we are beginning to adopt a proper concept of police service. Similar measures based on this approach are already known to have succeeded in several progressive departments, Wichita, Kansas, being an outstanding example.

Of course, it goes without saying that not all of the public deserves sympathetic consideration. There is a portion of the public which constitutes the criminal element constantly plaguing society and its protectors. Let this be recognized and understood. There rests with police the difficult, often dangerous duties of enforcement frequently involving violence and bloodshed. There can be no compromise with criminals active against society.

A proper concept of police service involves a second look at past accomplishments and future purposes. Some may fairly inquire, "Is it necessary to seek improvement in service to a degree entailing a new concept? Have we done so badly, then?" No, no indeed! We have made progress in the past. Good progress. We continue to extend ourselves by many means to provide efficient police performance. In one respect and another we may (and with pride) take our places among the foremost police organizations in the nation. But that is not an excuse for smugness, a reason for complacency or for assuming that our service is therefore good enough—that the public deserves nothing further or better than that which we have already demonstrated. Even the most stagnant and archaic of departments have made some changes in response to the inevitable.

I am reminded of an unfortunate but true state of affairs often obtaining in some degree or another in many police departments of our land, as related by a topflight authority on police administration.

It usually goes something like this—A problem of organization in a police department is temporarily answered by the adoption of a limited procedure, intended only to serve as a temporary expedient, pending the development of a more suitable and permanent solution. Somehow, perhaps with changing administrations, the temporary expedient continues to be used and eventually becomes permanently established. Other and newer departments come to survey the operations and adopt this unfortunate procedure for inclusion in their own systems. And others copy from them, producing departments throughout the land operating in a manner never intended by the originator to be more than a temporary and makeshift plan. It may readily be realized why we must be ever willing to view our prob-

Address: Chief Daniel S. C. Liu, Police Department, Honolulu, **Hawaii.**

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lems with a fresh mind and willing to shake off tradition and custom if that tradition and custom can no longer serve our purposes. Even phases of our procedures which may well have been intended to be permanent need constant and vigilant interpretation, analysis and evaluation.

This does not mean that we should not appreciate and even venerate the sound traditions upon which our present police organizations have been founded. We must still rely upon our police experience. For us its value is beyond price. But we must not permit ourselves to rely so entirely upon what has been as to reject the fresh and stimulating thinking which provides our promise for the future.

The public is entitled to the voluntary and enterprising thinking and doing of all those whom they employ in their service. Those who are thus employed should know their duties and their purposes—immediate and ultimate—better than others. We, as police, are so recognized and acknowledged by the public. The least we can do is to deserve the confidence thus placed in us and be certain that our concept of service is truly appropriate and enlightened. Let us therefore not be satisfied. Not ever. In a world of progress and achievement, to stand still is to slide back. Education, medicine, science, and other professions have emancipated mankind from the depths of ignorance, sickness, inconvenience and want. With crime as generally prevalent today as in years past, can the police pretend to comparable success? No, and though the responsibility for crime is not entirely ours, we must not think that in police service we have reached the pinnacle. We must keep the pace which is set for us by a civilization in constant progress.

We must re-examine, re-evaluate our purposes and the reasons which underlie and justify our existence as police departments. We must learn to sift what is proper and useful from among the improper and unwholesome practices which frequently are identified among the activities of many departments. We can aspire to police service on a new basis, particularly if we are willing to be sufficiently self-critical.

We should determine what actually constitutes the ultimate in service to the public and be guided accordingly in our planning and in our action. This, for one thing, should represent a mutual recognition and acceptance by police and by the public of enforcement and service standards that are, yet, compatible within the requirements of the law.

A man in a position of leadership in our nation, who is respected by all for his ability—John Foster Dulles—the Secretary of State, said—"No policy is so barren, so certain to fail, as that of maintaining the status quo." I believe that. Even though praised by a grateful people (and often we are not), I think all will agree that it would be folly to rest upon such laurels as we have won. It would be a mistake to draw solely upon tradition and custom and past accomplishments to produce the techniques of our future programs of management and execution.

I believe that we could, with profit, consciously and pointedly accept as one premise that, indeed—"No policy is so barren, so certain to fail, as that of maintaining the status quo."

In the interests of progress and development, we must first overcome the forces of inertia which hold us back and shake off the fetters of mouldy custom which trip our forward steps. It should be our purpose that throughout every day we spend in public service, we think and act in terms of achievement for the public good. The exercise of reason, impartiality and due consideration should be reflected in our every performance of duty. A willingness to use some elasticity in judgment as may be permitted within police and legal propriety, should also be in evidence when circumstances warrant. Originality of thought—a fresh approach—these can bring criticisms from the mossbacks among the public and the police. But benefits can come as well, and certainly will, benefits in the form of better service given and better public understanding and support derived.

It is not enough for police administrators to keep their organizations running smoothly. Many an automobile or locomotive of ancient vintage and unsuitable for use in modern times "runs smoothly." Neither we nor the pub-

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lic desire an antique police system, either in performance or in concept. It behooves all of us and all our men to subscribe to and develop organizations and concepts appropriate to the times.

This, for administrators, is not an easy task. Certainly it is not an easy task to convince many who would evade the challenge of the problem and reject the challenge of the future. Too many administrators find too many subordinates, particularly in key positions, who not only are unable to contribute to new development, but who balk at the very suggestion of change. Too many find comfort and false security in familiar spheres—in long-established custom—in procedures wherein duties are long since learned and the requirement for study and the need for thought seldom arise.

But we cannot permit bigotry, prejudice and obstinacy born of limited ability and imagination to obstruct deserving progress. We should determine to give the public the most effective, efficient and considerate police service which past experience, modern training, expert planning and enlightened thinking can provide.

It is a prime responsibility of police to keep abreast of the times in our performance and at least a step ahead of the times in our planning. True, in a respect, we are kept in pace with the ponderous machinery and framework of the law. Granted, also, that heavy reliance must be placed on lessons learned and lessons taught. Great good survives from our history and experience and provides a sound foundation upon which to build after improper and out-moded practices, which still cling, have been revealed and finally discarded.

John Foster Dulles also has said—"If leadership is to be successful, it must develop constructive and creative programs that will capture the imagination and enlist the support of the multitudes." It is the responsibility of police administrators to provide that leadership. It is our responsibility to "capture the imagination and enlist the support" of our own forces and the public so that we may, in concert and with goodwill, bring to pass the establishment of a new concept in police service. ★★★

HAVE YOU READ

Daily Training Bulletin of the Los Angeles Police Department?

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Do Our Public Relations Really Concern Us?

By Bert W. Johnson

EDITOR'S NOTE: *Mr. Johnson received his degree in Municipal Administration and Finance at the University of Wisconsin. He served as a member of the Research Staff of the Municipal Finance Officers' Association and later with the Field Staff of the Public Administration Service of Chicago, and in this capacity participated in a survey of sixty-one units of government in Montgomery County, Ohio, including the City of Dayton. He was a member of the Research Staff of the Illinois Legislative Council in Springfield and for a period of eight years, Finance Director of Winnetka, Illinois, where his position included responsibilities as personnel officer and administrative assistant to the Village Manager. Subsequently, he became City Manager of Lebanon, Missouri, then Boulder, Colorado and has been City Manager of Evanston, Illinois, since December 1, 1953.*

Mr. Johnson was chosen in 1953 as one of four City Managers to be the guest of the Republic of West Germany for a one month's study tour of Germany, including a tour of the east and west sectors of Berlin. He is a member of the International City Managers' Association, the National Committee on Governmental Accounting, the Traffic and Transportation Conference of the National Safety Council, and is a consultant on a training course in The Technique of Municipal Administration.

IT would be a sterile presumption on my part to believe I have something new on the subject of public relations. Instead, I would repeat what we already know —or think we know—as public servants.

Police officers do not need to be told the importance of good public relations. If they would ignore it altogether, they would not be police officers for long. A recognition of this obvious situation is over-simplification and through such over-simplification, a dangerous body of opinion emerges.

Because of our job-holding tenacity, we may feel we have a grasp of good public relations. All of us feel we are as good if not better than our fellow officers in handling the public. We come out "sweet as a rose," when comparisons are made.

Abraham Lincoln was a genius when it came to telling stories with a point. One time he put a fault-finding politician in his place with a story about an old man who lived on the bank of the Wabash River. One day the old man thought he saw a squirrel in a nearby tree. He got his rifle and fired. The squirrel remained in the tree. Irritated, the old man blazed away again. "What's the shooting about?" the old man's son inquired. "Can't you see the squirrel half way up yonder tree?" the old gentleman asked. "Naw," replied the lad. Then, looking closely at the old man, he said, "I see your squirrel. You've been shooting at the gnat on your eyelash."

Address: Mr. Bert W. Johnson, City Manager, Evanston, Illinois.

Each of us is troubled with gnats in our eyelashes. We come out "sweet as a rose" by pointing out the faults of a co-worker or an associate. We sustain our pride by discrediting those around us.

Our public relations deficiencies compel us to shoot at distant squirrels. The probationary police officer who is dismissed saves face by insisting the sergeant, lieutenant, captain, or chief are incompetent and unfair. The job applicant who fails a test is constrained to insist that the personnel department doesn't know its business. The law breaker saves face by attacking the officer or the laws he is asked to enforce. But the officer, the applicant, and the unhappy law breaker are all blazing away at those phantom squirrels.

It would seem, therefore, that the less we respect ourselves, the more we are compelled to shoot at distant squirrels. If we are unable to respect ourselves, we are incapable of respecting others and are constrained to pull them down to our own level in order to maintain our pride. Each of us should try to be disposed to deal with the gnat remaining on our eyelash and leave it to others to deal with their own shortcomings.

My primary objective is to dramatize the importance of recognizing our public relations problem. In a public relations training course, a department head dominated the discussion by telling his "proven techniques" for winning friends for city government. It was difficult to believe that it was his glaring deficiencies in public relations that prompted the course in the first place. If we naively believe, as this man did, that we have the answers, we will never find them. Self scrutiny is impossible if we have gnats on our eyelashes.

How do we treat an unreasonable request for service? Would we not alter our attitude, if we could appreciate the fact, that this unreasonable request may have been the very first attempt in 20 years by the citizen for any direct attention whatsoever from his city government. Do we not tend to assume that the ordinances and regulations we administer fit all situations?

How do we handle citizen inquiries and complaints not related to our office or department? How loyal are we to other offices, other police departments, or to other departments of our city? Are we loyal to the decisions of our superiors, including those of our city council? How responsive are we to a routine request for service? Do we encourage our citizens to work on the theory that his city government provides service on the basis of "grease for the wheel that squeaks?"

Do we keep our own personal finances in shape? In these days of high prices, do we not tend to reply as the

man when asked if he lived within his income: "Certainly not. I have difficulty living within my credit!" We should caution ourselves against exploiting our prestige with a local merchant by allowing him to stretch our personal credit.

We need to recognize the limitations of our work as well as our own individual shortcomings before we are able to do something about them. This isn't easy. The whole field of social science, in which the police officer is engaged, is fraught with disillusionment, error and invalidity. For many justifiable reasons, we, in social science service, have a low batting average in proving the validity of our agencies and programs. We should recognize these limitations.

Self scrutiny, however, will reveal assets as well as liabilities in the picture. We need not be discouraged as we set out for improvement. We need to raise our sites as to the worthy work we are doing. We need to be prouder of our vocations. This requires that we know and believe in the objectives of municipal legislation and administration. As individuals we represent not only our departments, but the entire population of our city. Centuries ago Plato said that a city is a place where men lead a common life for a noble end. How much do we know of the role city government plays in the objective of providing decent living standards for our families? How convinced are we of the importance of the role we play in providing our community's standard of living? Convinced of these things, we need not apologize for city taxes and charges.

We should take the offensive in support of our role in city government. We cannot assume the citizens are aware of the municipal bargain they receive. We fail to point out that city government provides services and facilities that normally could not be provided as well or as reasonably by the individual or by private endeavor. It is my judgment that citizens pay for good government whether they get it or not and we should try to see that they get good government.

In taking the positive approach, we cannot assume that our citizens believe in our individual honesty and integrity. We must re-dedicate ourselves to the principle of "Government by Law." We must serve without favor. We must administer laws without regard to those that may be affected.

We may agree that eternal vigilance is the price of good government but we may be unaware of the role we play as individuals. In Sturat Chase's essay on "The Luxury of Integrity" he expresses alarm that a growing number of men and women are without a sense of honor to guide their day-to-day standard of conduct. Modern living places us in situations, he points out, where we feel we must compromise our own inner convictions and the real tragedy is that many of us—in and out of government—do not realize the compromise we are making.

Little things affect human behavior and attitudes. With gnats in our eye lashes, most of us tend to look

City Manager Bert W. Johnson

at situations on a relative basis. We fully realize the pressure of "keeping up with the Joneses." We should face up to the reality of the equally strong pressure of "keeping down with the Joneses" as this relates to our personal conduct. It is distasteful but true that we who are public servants are subject to more criticism for evidence of human weakness than are our citizens who work outside of government. Because we work in the proverbial goldfish bowl all of us should be alert enough to maintain ethical standards which will create and not crush the good will that potentially is ours to enjoy.

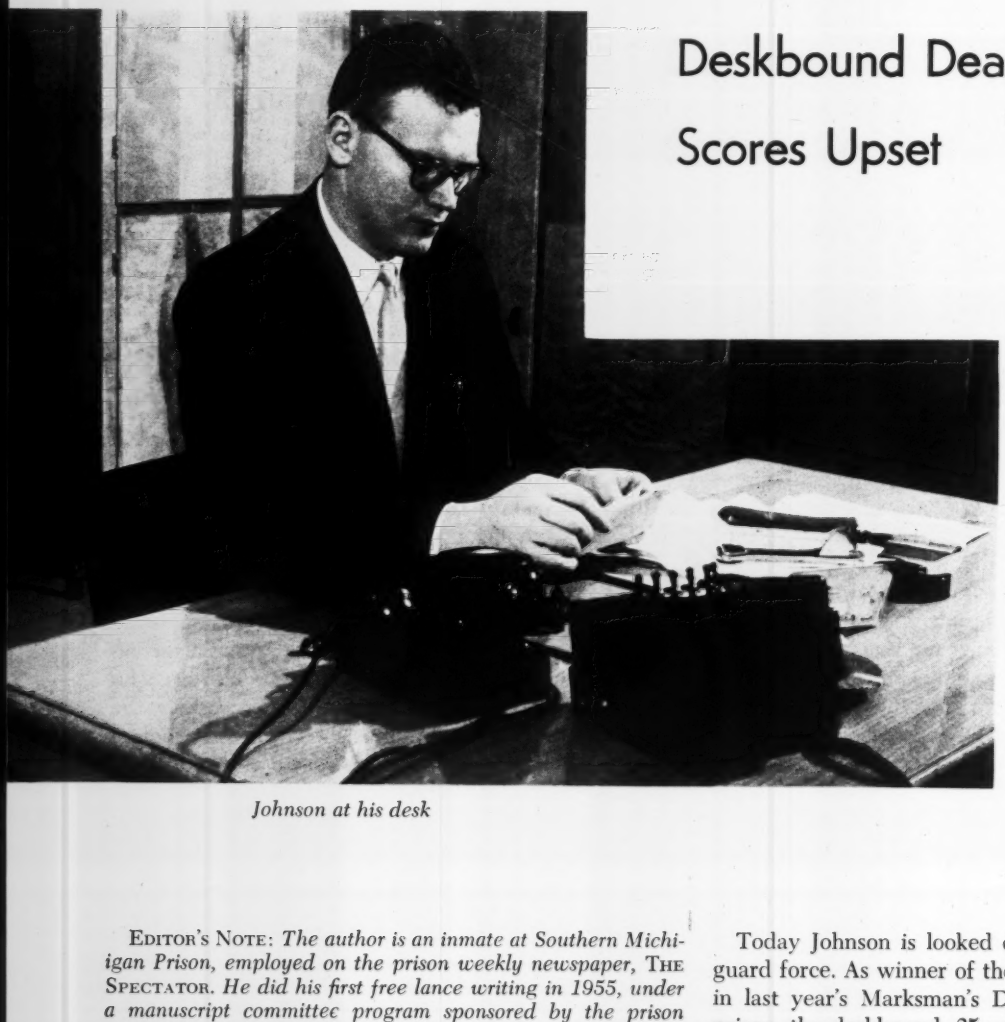
Public relations must emphasize people who are willing and capable of performance. Neither your department nor the building in which it is housed can have a relationship with the public. It is the officials and employees in the department that are involved in public relations. Nothing is more important than those human beings—their knowledge, skill, their morale, their sense of pride in belonging, their loyalty and frame of reference, and their dedication of character and personality. As individuals, each of us has a role to play.

We must inspire if we are to lead other employees, since today leaders lead by the consent of those who are led. We must give loyalty to our superiors and earn the loyalty of our associates. Men in a department cannot fully appreciate the problems of department heads, nor of their immediate superiors. It is therefore essential that superiors and department heads alike attempt to understand the problems and needs of these men in order to give good leadership. Good leadership is a requirement of good public relations for the department.

At the outset, I promised nothing new. I have tried to help remove the gnats in our eyelashes because we must see the point to it all or we cannot begin to improve our status as public servants. If we recognize our shortcomings the potential for improvement is unlimited. ★★★

The Michigan prison guards didn't exactly laugh when Perry Johnson took aim, but they certainly weren't impressed—until later

Deskbound Deadeye Scores Upset



Johnson at his desk

EDITOR'S NOTE: *The author is an inmate at Southern Michigan Prison, employed on the prison weekly newspaper,* THE SPECTATOR. *He did his first free lance writing in 1955, under a manuscript committee program sponsored by the prison individual treatment department. Since that time he has sold over 150 articles to trade and national magazines, house organs and newspapers.*

VETERAN guards at Southern Michigan Prison paid little heed to the appointment in 1955 of young Perry Johnson as a social worker on the prison staff. Johnson's job was to guide and counsel the inmates, while the custodial staff, after all, had the sterner task of keeping 6,000 men under control in the world's largest maximum security prison.

Today Johnson is looked on with new respect by the guard force. As winner of the "all around championship" in last year's Marksman's Day matches at the Jackson prison, the deskbound, 25-year-old social worker is tops among the crack shots of Michigan's prison system. In the use of all three weapons—rifle, revolver and shotgun—Johnson scored 821 out of a possible 900 points.

The new champ fired a Remington 30-06 rifle, model 721, in the center fire events and Remington trap loads in the shotgun competition to win the match. What the Jackson guards didn't know at the time was that Johnson had won his skill with a shotgun during boyhood hunts on a western farm and earned his laurels as a rifleman with the Michigan State University small bore indoor rifle club.

The fact that guidance counselors take part in the Marksman's Day affair shows the importance Michigan prison officials attach to this annual event. While the trend in American penology is toward treating and rehabilitating prisoners, administrators realize that prison staffs must be adept in the use of small arms as long as penology includes forcible confinement.

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Johnson tries out new Remington shotgun on the range.

In addition to the annual Marksman's Day matches, Michigan sponsors a training program for all members of its prison staffs. With 57 acres inside its walls and a surrounding farm and prison camp area covering thousands of acres, the Jackson prison maintains an armory well stocked with weapons and ammunition for both training and emergency use.

To encourage interest in the prison's preparedness program, an employes' rifle and revolver club meets on an indoor range in the administration building basement and at an outdoor range immediately outside the prison. Two staff training officers are gunnery instructors, and all new custodial officers are trained in the use of small arms. They must qualify in the use of weapons to win permanent appointment in the corrections service.

At last year's shoot the best marksmen from all of Michigan's prisons met on the Jackson outdoor range to compete for the Department of Corrections trophy. Jackson prison employes, led by the sharpshooting counselor, won the trophy for the third year in a row.

In the rifle match, competitors are allowed 15 shots slowfire at 50 yards, standing, with 30 seconds per shot. This is repeated on the 100-yard range. Each shot has a ten point value and any 30-30 or 30-06 rifle with a sight other than telescopic is permitted. Each contestant is allowed three sighting shots at 100 yards before the rifle match starts. Range rules and conditions laid down by the American Rifle Association are followed. When the final Marksman's Day scores were tallied, Jackson led with 3,758 points out of a possible 4,500, followed by Marquette Branch Prison with 3,571 and Michigan Reformatory at Ionia with 3,505.

Even the prisoners at Jackson took notice of the shooting matches outside the walls. Writing in the prison's weekly newspaper, *The Spectator*, one walled-in reporter quipped wryly, "With these marksmen in the neighborhood, it's a poor time to plan on seeking greener fields. A homesick lad just wouldn't have a chance!"

★★★

Annual Marksman's Day shoot sponsored by Michigan prison system supplements small arms training given all employes.

POLYGRAPH
and INTERROGATION

To establish and maintain a standard of ethics and professional qualifications

Edited by ROBERT D. STEEL

Scientific Proof of Credibility

By Paul V. Trovillo

EDITOR'S NOTE: *This is the second in a series of two articles by Mr. Trovillo under the title,* SCIENTIFIC PROOF OF CREDIBILITY. *The first appeared in the July-August, 1957 issue of the* JOURNAL.

SCIENTIFIC CONTROLS

WE have meant to show that skillful treatment in the pretest situation involves use of several psychological "controls" over error. He who takes the test is not inert matter to be kept in a sterile test tube awaiting analysis; but though he change his thoughts from moment to moment, and his alertness and responsiveness from moment to moment, *the direction of his intentions remains the same.* This *personal intent* is what we desire to measure: the intent to be truthful, the intent to deceive. It is a man-to-man contest, in a sense. The man of integrity can recognize here a chance to furnish immediately *and of himself* substantial grounds for belief in his veracity; he *intends* to be honorable about the issue and he can see in the polygraph test a neat combination of democratic processes and modern scientific technique. He is a little jittery about the implications that his own *viscera* can have anything to do with *veracity,* that sampling his internalized stresses can reveal his attitude toward the question at issue; but he knows that nothing is more moral and democratic than to be allowed to furnish full evidence of his dependence upon the truth.

And so he is really glad to have the polygraph expert require of him certain prerequisites to scientific testing: (1) privacy; (2) quiet; (3) objectivity of treatment; (4) reassurances that he will be understood, and fairly treated; (5) simplification of procedures; (6) open discussion of tests results.

Fortunately there are still other scientific controls over error possible in these democratic procedures. In a long-standardized procedure, questions relevant to the issue are interspersed with irrelevant questions in an apparently haphazard manner: (1) Are you called John? (2) Have you had a smoke since you entered this room? (3) Do you know who killed Frank Kieson last night? (4) Have you eaten anything today? (5) Did you kill Frank Kieson last night? (6) Do you know where the killer went after he left Kieson's house? (7) Do you know what implement was used to kill Kieson? (8) Have you lied to any of my questions?

This question form is based on the verified hypothesis that question-stimuli about a crime, will, in the guilty, arouse more emotion, and do it more consistently, then irrelevant or unrelated stimuli; but that stimuli relevant to a crime will, in the innocent, not arouse more emotion than irrelevant or unrelated stimuli would do. To the uninitiated such a provocative situation would seem sufficient to arouse excitement and apprehension whether guilty or not. The facts prove otherwise, as not only experienced examiners will testify but also those who have done research in this phenomenon have verified.[1]

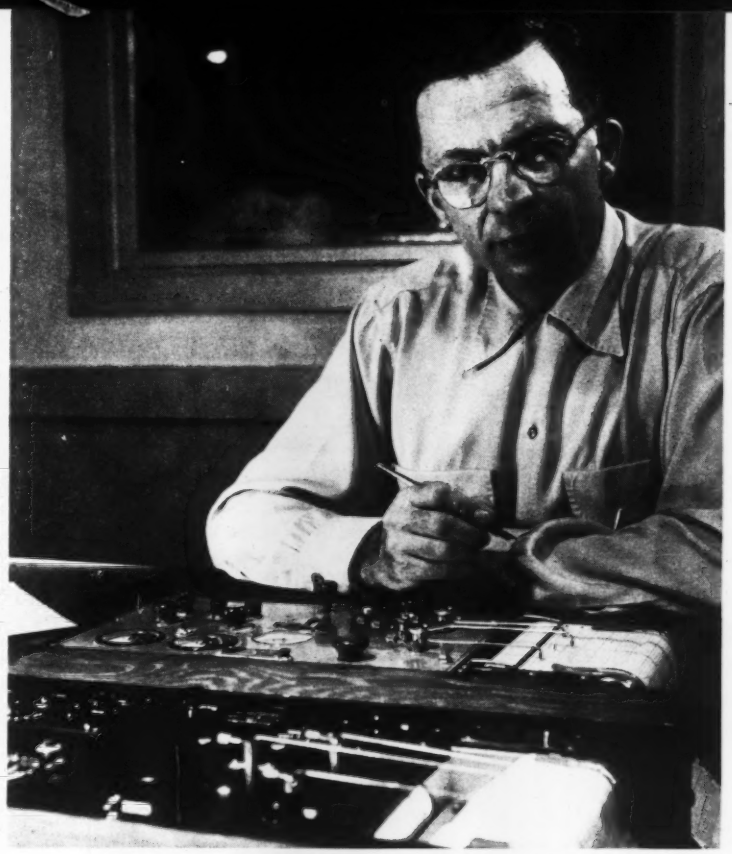
There is a sound psychological and ethical explanation for this phenomenon. So long as mankind has a conscience, so long as we recognize an obligation to respect the generally accepted moral codes of our community, state, or nation, we

Address: Mr. Paul V. Trovillo, 702 63rd Street South, Gulfport, Florida.

[1] Bitterman, M. W., and Marcuse, F. L.: *Cardiovascular Responses of Innocent Persons to Criminal Interrogation,* 60 *Am. J. Psychiat.* 407 (1947); Black, *Attempt at Reversal of the Truth-Lie Relationship as* Measured by the Psychogalvanic Response, 34 *J. Psychol.* 55 (1952).

are destined to develop emotional conflicts if we violate, these codes –particularly if there is imminent danger that we will be exposed, publicly condemned, and punished. Early in life most of us learn this, and eventually (often unconsciously) grow hard protective shells to protect the inner man against exposure to the many temptations to do "wrong" which test our integrity. The facial masks of the "card sharks," the boasting and bravado of the emotionally immature, the adolescent boy's proud refusal to cry, are examples of the variform ways man disguises his torments and strives to evade reality.[2] But the psychologist and the psychiatrist know, and when sympathetically counseled we will all admit that the disguises are but temporary techniques to save face, and that behind them the moral man continues to register—at least in our democratic society—an acceptance of the need for self-respect and respect for the rights of others.

And so, after a "crime," after we have outraged this self-respect and respect for the rights of others, we are apt to feel a desperate conflict. Let anyone, then, especially one symbolizing wronged society, approach us with intent to pull down our laboriously constructed moral defenses, and we bristle with fear. *Our autonomic nervous system, the entire viscera with its sensitized harmonal communication system, is alerted to defend us against society, (which we now rationalize as our enemy) but also and principally to defend us against our seeing ourselves for what we really are.* Our Nemesis knocks at the door, and we prepare to defend ourselves; a Herculean task because, unwilling to admit crime, we cannot discuss and "justify" our act.



Paul V. Trovillo, 1953, Oak Ridge, Tenn. Instruments here utilized were the 3-channel Chatham (modified Keeler type) and the 3-channel Stoelting.

Is it no wonder, then, that the question, "Did you kill . . .?" arouses what we have called emotional conflict, in the guilty; and fails to arouse, in the innocent, any persistent stress? Were this not so, polygraph experts would long ago have abandoned the relevant-irrelevant type of question series in their tests.[3]

SPECIFIC CONTROL EXPERIMENTS

Without denying the values of the relevant-irrelevant tests, much more conclusive symptoms of deception may be obtained. We wish to rule out the possibility that, as in certain cases in the experience of every deception test expert, *emotions unconnected with lying* are the cause of reactions noted in polygrams. Since emotional conflict is the principal ingredient in deception patterns, the expert seeks to test whether it is aroused by guilty knowledge or by innocent excitement, dread, or startle. He devises an experiment which has the identical conditions of the relevant-irrelevant test except that the only possible factor which can explain an emotional arousal is guilty knowledge. This is the justly famous *Hidden Key Test* (Peak of Tension Test). Only the culprit himself knows which of several explanations is the correct one; no innocent bystander could implicate himself—purposely or accidentally.

An illustration will show how the forensic psychologist or other polygraph expert accomplishes this. Anthony H. Bledsoe of the Berkeley, California, Police Department, years ago was looking into the baffling

[2] To the objection that in other societies men raised under Fascism, Communism, etc., may be more indifferent than we to the importance of the individual, I can only point to the fact that Hitler's "supermen" in the S. A., the S. S., and the Gestapo, were highly reliable subjects when we gave them polygraph tests in a prisoner of war compound in 1945—even though we used interpreters. Operators in the Armed Services have reported the North Koreans and Chinese to be adequate subjects for the tests.

[3] Oak, K. Burger, Forensic Psychologist for the Los Angeles, California Police Department, writing sketchily in the *Annals of Western Medicine and Surgery* (May 1952) on *Forensic Medicine: The Polygraph in Crime Investigation*, expresses dissatisfaction with this conventional type of test and says it does not provide adequate scientific controls.

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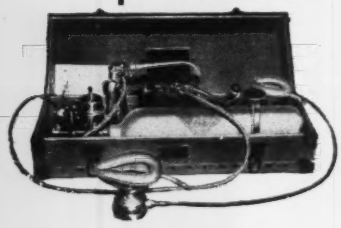

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disappearance of a wealthy widow, when Leonarde Keeler (of the Scientific Crime Detection Laboratory of Northwestern University's School of Law) happened to visit the West and assisted in the polygraph testing by suggesting the Hidden Key test.[4]

Gerome Selz, a filling station attendant who spent part of his time as handyman at the widow's place in return for room and board, alleged that the widow had driven to the home of a sister in the East, to be gone three months, and that he had heard not a word from her. Suspicious neighbors had no knowledge of a sister. Sheriff's deputies began to look closer at Selz. They found the widow's car where it had been dumped into a gully off a side road which ran into Skyline Boulevard, a highway which runs down the peninsula from San Francisco.

Bledsoe recalls that nothing suspicious was found in the car. No motive for murder was apparent, and Selz denied any knowledge of the woman's whereabouts. There was still no corpus delicti. As a last resort—and this more frequently than not, is a manner to which police are accustomed in lie detection cases—Selz was taken to Berkeley for a deception test.

The first tests pointed to the probability that Selz had killed the wealthy widow, but he persisted in denying this. Officers then said: "Selz, if you don't know where she is and whether she is alive or dead, you shouldn't know whether she left her house alive, whether her dead body was carried from the premises, whether her body may have been buried or thrown in the ocean, whether she was cut into pieces, and you—if you are an innocent man—wouldn't know what road or locality a fellow traveled if he made off with her. Isn't that right?"

Selz said: "That's right. I haven't the slightest idea what has happened to her." The interrogator replied: "All right. Then we'll hook you up to this lie detector again. For if you're telling us the truth you won't get excited if we ask you about any of several possible explanations of her disappearance. So, since you say you didn't kill her, just say no to each one of the following questions dealing with her disappearance." He then asked, in a series of tests, questions covering the most common circumstances of murder. Seven or eight ways of killing a person were proposed. Had he used any of these? Question by question the bodily reactions were recorded. Several ways of disposing of a body were brought out, and the interrogator watched the suspect's blood pressure, pulse, and respiration as each way was mentioned.

The interrogator set a skillful trap. He knew that if he happened to refer to the correct disposition of the body, that it would provoke a peaking of response in comparison to other items in the series: there would be a rise in systolic blood pressure at this point, as well as a gradual increase up to, and a dropping off after that point; and following the hidden key the respiration would be less constrained, would probably show deeper and more relieved breathing. When Selz "peaked" on "Did you bury the body?" the interrogator was prepared to follow it up. Officers escorted the suspect to the widow's abandoned car in the gully. There he protested that he had no way of knowing that it might be found at that gully. But he seemed well-informed about all the side roads leading off of Skyline Boulevard.

Then he was again brought to the polygraph and queried as to whether he had taken the widow in a car on this road, on that road, on another road. He was asked if he had buried her body near each road named. The order of presenting the road names was changed from one test to the next, but the examiner always saw a peaking of tension on one of the old county roads. Officers questioned him no more. They bluntly asserted they now knew the location of the buried body. Piling Selz in the squad car, they drove out Skyline Boulevard to the county road indicated in the Hidden Key tests. As they drove along this road, Selz suddenly blurted out: "I killed her. She's buried out here. We're just about there where I dug the hole." In a dramatic finale he then led officers to the body in a nearby canyon.

During the trial it developed that Selz had killed the woman in a sudden rage in the midst of a quarrel over money, and that he had buried the body three months before. He was convicted and sentenced to San Quentin penitentiary for life.

[4] Mr. Bledsoe was one of the first to advocate that the lie detector should be extensively used in national defense. See Bledsoe, Anthony H.: *The Lie Detector and National Defense, San Francisco Police And Peace Officers Journal* (Feb., 1941) 12.

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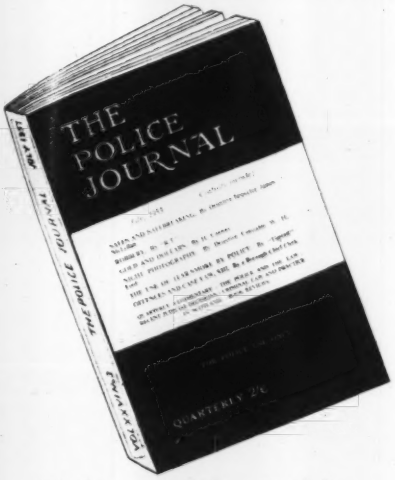

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HYPOTHETICAL CRIMES TEST

Let us suppose that you have been accused of a crime and that a polygraph expert is examining you. Let us suppose that the crime is homicide and that the examiner has found that you gave evidence of extreme excitement and that your blood pressure and respiration were reacting in an over-sensitive fashion to everything he asks you, or to questions involving your name, your address, questions as to whether you had committed the act in question, and even questions involving where you were and what you were doing at about the time the crime was committed.

The expert at this point might well use the hypothetical crimes test. He has not informed you as to how you have been reacting on the test, but he knows that the charts are highly irregular. He now suggests that he would like to ask you questions as to whether you have committed offences other than the principal one at issue. He then asks you questions such as the following: (1) One December 15, did you burglarize a home at 7212 Oak Avenue? (This is the examiner's own home which he knows was not burglarized at that time.) (2) Are you the one who killed Jonathan Edwards? (A living individual personally known by the examiner.) (3) Did you rob a filling station at 411 Green Street the other night? (A station known definitely not to have been robbed.) (4) Are you the one who attacked that college student, Josephine French, last month? (A person known to that examiner not to have been attacked.) (5) Are you the one who shot Bill Jones two weeks ago? (The offence at issue.) (6) Are you the one who attacked George Southern and stole his wallet a week ago? (An individual who was positively not attacked.) (7) Are you the one who attacked that man at 1011 Tennessee Street recently? (That address known not to have been involved in a crime.)

If comparable reactions appear to one or more of the questions concerning these hypothetical crimes, then the examiner has further and more conclusive basis for judging that your earlier reactions were due to test-fright or to the emotional circumstances surrounding the accusation.

There are other forms of controls devised by the polygraph expert. In one procedure, a criminal suspect is asked questions to which the examiner feels certain he will lie. The response to this question, the known lie pattern, and the response to the critical question involving the crime at issue, are then compared in type and degree. However, it is sometimes impossible to obtain a question to which the examiner feels fairly sure the subject will answer untruthfully, and to use a question which may or may not result in a lie is of doubtful ethics and utility.

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Another form of control is to employ questions to which the large majority of persons, on which they have been used in the past, have responded in an emotional way. The theory here is that if most people respond emotionally to these questions, and the subject does not, then the presumption is against his being a reliable subject for measurement. If he does respond emotionally on the polygram, then the presumption is that he is a good subject for the polygraph and that there is some basis for comparison of his responses to the general emotion questions and the relevant questions involving a crime. Examples of questions of this type are as follows: Do the people you associate with think you are queer or peculiar? You are frequently grouchy and disagreeable, aren't you? Do you know that you are good looking (pretty)? Do you think you are important? Are you sure you are honest?

If it is known that the subject has a strong fear of something unrelated to the crime of which he is accused, he is asked during the polygraph test a short and significant question on this subject.

The specific polygram patterns indicative of what we have called responsiveness or of the reliability of a person for measurement are briefly: (1) anticipatory blood-pressure tensions preceding a stimulus or pervading several stimuli but not appearing immediately in response to a specific question: (2) rhythmical undulations in systolic blood pressure pervading an entire chart; (3) specific and significant systolic blood pressure increases to either relevant or irrelevant questions; (4) sustained or otherwise significant respiratory suppressions; (5) significant reactions in any area to control questions or to control tests.

TEST RELIABILITY AND VALIDITY

In order that there be no confusion as to the meaning of the terms here employed, we define the word *test* as a technique for the instrumental detection of deception. By *reliability* we mean the dependability or sturdiness of the technique. By *validity* we mean the substantiation of usefulness of the technique for its avowed purpose.

Emphatically, we do not mean the reliability or validity of the polygraph instrument itself and alone; rather, we refer to the combination of the instrument and its use in the technique of detecting deception.

There are several ways of appraising the status of the test. One way is to gather together statistical information from individuals or offices employing the test to determine if they have found the technique valid or reliable. The accompanying table based upon periodic reports from a number of police departments indicates a little of the findings by the police. However, it does not truly accomplish the job which is needed here. The chart reveals, for example, that among these nine departments an equal number of the subjects given polygraph examinations were judged innocent as compared to those judged guilty: 45 per cent of the total number of subjects tested in each case. It shows further that less than 10 per cent (8.2) of the polygraph subjects were reported by the examining officials in an indefinite or inconclusive manner. And it shows that from 50 to 85 per cent of those reported guilty actually confessed to crime, with an average of 64 per cent falling in this category. A rather large number of subjects, 7,622 individuals, is represented in this cross-section. However, some of the most important information as to validity or reliability is missing. Only two police departments, Seattle and Chicago, reported on the proved errors in interpretation of the charts. Seattle showed a known percentage of error of 2.3 per cent and Chicago showed a known percentage of error of 2 per cent. The information presented from the City of Chicago Scientific Crime Detection Laboratory covers the years 1938-1941, the period when the writer was employed as a forensic psychologist at the Laboratory. Information which could not be presented in this chart, but which is probably of considerable importance here, is the fact that during this four-year period only four persons refused to take the polygraph test; and of these four persons three were later electrocuted for murder!

The information in the chart is based on a survey made by the writer for Russell Chatham, Inc. of about 50 police departments in the principal cities in the United States. Some of the departments of police replying to the letters stated that they do not use the polygraph in investigations. New York City is one of those. The survey, made primarily to gather information for a forthcoming book on the polygraph by the writer and Russell B. Chatham, revealed that most of the police departments who furnished information do not keep complete records justifying their use of the technique and that some of the departments, which one would most expect to use the technique, do not. Although the City of Chicago has been using the polygraph for many years, the Director of the Scientific Crime Detection Laboratory and the Commissioner of Police both declined to cooperate in the survey and would not furnish any information as to statistical evidence regarding their employment of the polygraph instrument. Although it is reliably estimated that about 100 police departments in the United States to-

PERIODIC REPORTS FROM POLICE RE: POLYGRAPH EXAMINATIONS (Total Subjects: 7622)

Dept.	No. of Subjects	Reported Guilty %	Reported Innocent %	Reported Indefinite %	Reported Guilty & Confessed %	Refused Test %	Proved Error %
Michigan State Police (1951)	774	41.7	56.3	1.9	50.0		
Texas Dept. of Public Safety (1951)	395	45.5	42.0	12.4	62.0		
St. Louis, Mo. (1951)	815	36.3	53.8	9.8	50.0		
Detroit, Mich. (1945-51)	3200	53.0	35.0	12.0			
Toledo, Ohio (1951)	412	48.7	39.3	4.0	64.5	8.0	
Seattle, Wash. (1951)	175	41.1	53.1	5.0			2.3
Illinois Dept. of Public Safety (1951)	245				75.0		
Dallas, Texas (6 Months 1951)	479	57.2	40.7	2.0	67.0		
Chicago, Ill. (1938-41)	1127	40.0	40.0	20.0	85.0	0.3	2.0
Total	7622						
Average (per year) per dept.	501	45.4	45.0	8.2	64.0		
		NO. %	NO. %	NO. %	NO. %		
Range (all dept.) per year	175-958	72-36.3 548-57.2	93-35.0 439-56.3	10-2.0 56-20.0	95-50.0 370-85.0		

day use the polygraph, among those replying that they do not use the test were the following cities: New Orleans, Oklahoma City, Louisville, and New York.

The Crime Laboratory of the Chicago Police Department used to employ the polygraph on many so-called bastardy cases or cases of questioned paternity, and in these cases it was our policy to give both the complainant and the defendant the test after the signing of a written stipulation and agreement. The stipulation and agreement was signed by the complainant and the defendant as well as by their respective attorneys. The expert's interpretation of the charts was to be made solely to the judge handling the case. Some very interesting results were obtained under these conditions. Sometimes available for testing were witnesses as well as complainants and defendants. The 1940 report on bastardy cases examined with the aid of the polygraph follows:

Item	No.	Percentage
1. Total number of cases	22	
2. Total number of subjects examined (including four witnesses)	43	
3. Subjects present but not examined	5	
4. Witnesses reported lying	3	75.0
5. Witnesses reported telling the truth	1	25.0
6. Total number of complainants examined	21	100
7. Complainants reported to be telling the truth regarding man responsible for conception[5]	7	33.3
8. Complainants reported to be lying regarding man responsible for conception[6]	13	61.9
9. Complainants upon whom we made indefinite reports	1	4.7
10. Total number of defendants examined	18	100
11. Defendants reported to be telling the truth (one in denying sexual intercourse at the time of conception, and the other in admitting possibility of being the father)[7]	2	11.1
12. Number of defendants reported as having had sexual intercourse with the complainant at time of conception	14	77.7
13. Number of defendants upon whom we made indefinite reports	2	11.1

The Atomic Energy Commission at its Oak Ridge operations conducted research on the findings of the polygraph tests and the final study will undoubtedly include an effort to correlate the polygraph findings with other forms of personnel investigation employed by the Commission. It was an integral part of my company's program of conducting research, and sponsoring research in deception by others, that we approached the University of Tennessee and interested Dean Wicker and Dr. Cureton in conducting a polygraph poll.[8] I have long believed that the Bar and the American public are entitled to a nation-wide expression of informed opinion on this important subject.

It is, indeed, gratifying to learn that one-third of all those replying to the poll indicated that they had either observed others conduct or had themselves conducted these tests on employed personnel, applicants, or criminal suspects.

The tendency toward conservatism among psychologists, found by Dr. Cureton, is to be expected; but, in the four-point rating scale offered

[5] By "complainant telling the truth" we mean complainants saying that they had sexual intercourse only with the defendant during the period of conception. (The month of the alleged intercourse, plus the preceding month and the following month.)

[6] By "complainants lying" we mean their alleging sexual intercourse was had only with the defendant at the time of conception, and with no one else at that time—this being indicated as untrue.

[7] By "defendants telling the truth" we refer to their apparently true denials of (1) having had sexual intercourse with the complainant near the time of conception, or (2) ever having had sexual intercourse with the complainant.

[8] Cureton, E. E.: *A Consensus as to the Validity of Polygraphic Procedures*, 22 *Tenn. L. Rev.* 728 (1953); Wicker, William, *The Polygraphic Truth Test and the Law of Evidence*, 22 *Tenn. L. Rev.* 711 (1953).

them in this survey (no opinion, invalid and useless, moderate validity, and high validity), although only 37 per cent checked validity high, 97 per cent were willing to rate the technique of moderate to high validity! The same tendency toward conservatism of view was found among the respondents of little or no pertinent experience. As Dr. Cureton pointed out in his Table I, the inexperienced group consisted largely of the "experimenters" and the observers, only 18 per cent and 40 per cent of which, respectively, rated the technique highly valid; yet even here in these groups having no first-hand contact with polygraph procedures, 92 per cent of the experimenters and 97 per cent of the observers rated it of moderate to high validity!

Noteworthy in this study was the fact that almost no one of the 1,700 surveyed considered the technique invalid and only 10 per cent of all respondents had no opinion. Indeed, according to Dr. Cureton's Table III, two-thirds (62 per cent) of all respondents said the validity of the instrument "for recording the reactions for which it was designed" is high; this includes 63 per cent of the examiner-psychologists and 83 per cent of all examiners.

While research of the survey-tvpe can disclose only *opinion*, it is opinion for which we have long been waiting, and which now appears in a form decidedly favorable to the polygraph technique.

A sound approach to test reliability and validity is to engage in research on both instrumentation and the examination phases. Progress is being made in this direction, and it is to be hoped that the facilities for research, and equipment being made available at several locations will be the impetus needed for definitive studies.[9]

The research projects of various state universities which have been concerned specifically with instrumental lie detection are too numerous to record here.[10] The trend of thinking now, among professional workers experienced in abnormal, clinical, and experimental psychological approaches is that:

(1) Instrumental lie detection is based on sound principles and methodology.

(2) The traditional use of pneumatic and mechanical instruments recording relative blood pressure, pulse, and respiration changes, as in the Keeler, Lee, and Stoelting machines, produces reliable recordings when obtained by experts; but, like other scientific instrumentation in other fields, is valueless for the purpose without proper scientific controls.

(3) Electronic instruments are being developed and are in research use. They probably will not replace the older type but will provide additional refinements of operation and new channels for measuring bodily reactions not now generally considered, such as: muscle movement and muscle action potentials, skin temperatures, etc.

(4) Lying produces multiform responses and its complete scientific appraisal can only be through diverse measuring tools. In real life situations as in testing for deception in criminal suspects or in personnel screening, elaborate multi-channel equipment is neither commercially available nor practical. However, its application in experimental situations is essential to scientific progress (the multi-channel electroencephalograph, etc.)

(5) Much of the academic experimental validation of polygraphic technique is completely barren of significance. No matter how accurate and reliable the instruments used, if the controls used do not guarantee that *fear* is being measured, then all conclusions are not only irrelevant but hazardous. Future progress depends on use of experimental subjects experiencing drastic stress: the criminal suspect, not the laboratory liar; the mental patient, not the academic spoofer.

(6) Regardless of legal restrictions, the polygraph technique will remain, and will be enormously extended, as a probing technique to uncover emotional conflicts in an objective, systematic manner both for deception-detection and for gauging the presence and degree of stress and excitement in civilian and military life.

PROFESSIONALIZATION

Many polygraph examiners today cannot qualify as experts, lacking not only experience but training in mental disciplines. Their approach is unscientific. In my opinion this is not attributable so much to their paucity of interest in securing adequate training so much as to the near-sightedness of many of our universities. They have generally looked the other way when the policeman needed help. Professors have "compartmentalized" their knowledge. While they may read detective stories for relaxation before bedtime, they play hard-to-get when medieval police practices in their own communities create undemocratic serfdoms of law enforcement. With the en-

[9] (1) Russell Chatham, Inc., Oak Ridge, Tennessee, has an established policy of loaning polygraphs to institutions for research in psychological stress or specific studies of deception. (2) Wolfle, Dr. Dael: *Chairman's Report on the Lie Detector for the Armed Services.* (3) The Office of Naval Research, in contract with Indiana University, Psychology Department, Bloomington, Indiana, furthered extensive research in instrumentation for lie detection for the period of 1951-1953. Instrumentation developed was solely electronic. (4) The Naval Electronics Laboratory, Human Factors Division, San Diego, California, is engaged in research on polygraphic recording of human stress factors. (5) The Air Force is likewise attempting to develop objective measures of psychological stresses which it is hoped will be useful in military personnel problems of prediction and prevention. Although current information on the project is limited it is known that Louisiana State University, Psychology Department, Baton Rouge, Louisiana, is involved in this research. Background material is contained in the authoritative book, "Men Under Stress," by Roy R. Grinker and John P. Spiegel, Blakiston, Philadelphia, 1945.

[10] A bibliography of several hundred titles relating to lie detection and supporting research appears in the writer's forthcoming book on the polygraphy in business and crime detection.

couragement of the academic freedoms found in pure research, they too often study human nature in its laboratory manifestations rather than "real life" situations. The professor who buries his nose in textbooks and bores his students with myopic dronings over verbal autopsies will never be interested in conducting vital research in lie detection. Some jurists, too, content with pursuing antiquated policies of "precedent," pile error upon error in rhetorical reverence not of the scientific method, but rather of judicial decisions dug from the graves of other eras.

Dean Wicker and Dr. Cureton have contributed a useful sampling of opinion in a polygraph survey. It is a worthy example of the use of scientific method to provide a body of knowledge which, in the polygraph field needed doing ever since the 1927 survey of 80 psychologists by Professor McCormick.[11] We hope that it will furnish a professional assurance to those lawyers who, bewildered by the lack of a body of opinion as to scientific acceptance of the polygraph technique, will now have something in which to sink their teeth.

Now that we are informed about the considered opinions of both the experienced and the inexperienced psychologists and criminologists, we need to know something concerning the qualifications of the current crop of experts who operate in this field. The following data was received from 21 personnel consultants and 32 police investigators as to some of their qualifications. The average personnel consultant using the technique would appear to be 44 years of age, with nine years experience. He has examined an average of 3,018 subjects; has handled an average of 1,829 cases; and has reviewed an average of 4,080 polygrams. Sixty-two per cent of this group have college degrees.

The average criminal investigator here appears as a man of 45 with seven years experience in polygraph

SURVEY OF POLYGRAPH EXPERTS, 1952

	Consultants	*Investigators*
Number Reported	(21)	(32)
Age	Average 44; Range 31-74	Average 45; Range 24-76
Experience	Average 9 yrs.; Range 2-25	Average 7 yrs.; Range 1-22
Number of Subjects Examined	3,018 (Average)	1,178 (Average)
Number of Cases Handled	1,829 (Average)	750 (Average)
Number of Poly. Reviewed	4,080 (Average)	1,189 (Average)
Training:		
Academic Degrees	13 (62%)	13 (40%)
Poly. Exam. Courses	Details not available	18 (56%)
F.B.I. Academy	Details not available	5 (16%)
Extension Courses	Details not available	1 (3%)
College, no degree	Details not available	6 (19%)
Police Adm. Course	Details not available	3 (9%)
Army Experience	Details not available	1 (3%)
Field Experience	Details not available	1 (3%)
Time Dept. has used Poly.	Details not available	Average 12 yrs.; Range 1-27

work. He has examined 1,178 subjects, handled 750 cases and reviewed 1,189 polygrams. Forty per cent of this group have college degrees and an additional 19 per cent have had some college training. Fifty-six per cent of those replying to our poll have had specialized training in polygraph courses and many have improved themselves through apprenticeship in the field or in specialized investigative experience.

The apparent trend toward attainment of college educations by polygraph examiners is a favorable omen. It is to be hoped that in the near future a national board of examiners will be selected by joint action of the two organizations most interested in the problem, to establish basic qualifications of experts and to examine their credentials. These organizations are the International Society for the Detection of Deception, founded in 1945 at Jamestown, Long Island, and now the Academy of Scientific Interrogation, and the American Academy of Forensic Sciences, founded in St. Louis, Missouri, 1948.[12] A minimum education of a B.S. or B.A. degree with a major in psychology or in physiology should be required to all those entering the field. This requirement should not be applied to experienced men now in the field.

There is urgent need for a professional approach. The number of examiners seems to be increasing by geometrical proportion to the interest shown by the agencies and departments of the Federal Government. I have personal knowledge of 276 experienced users of the instruments, who are to be found in all but six of our 48 states and in Manila, P. I.; Honolulu, Hawaii; Havana, Cuba; and Mexico City. Fifty-five of this number are men now engaged in teaching, research, or other institutional occupations.

The Keeler Polygraph Institute, an affiliate of Leonarde Keeler, Inc., Chicago, has for several years offered intensive six-week courses in Lie Detection. This course of instruction and observation, the equivalent of 240 hours of preparation, if properly organized, is more than a man could get in a 3 hour credit course in a college semester in which 2 hours of preparation is required for every hour of class work. The International Association for Identification has given official recognition to this School. But there is need for more systematic instruction. There is sufficient interest, nevertheless, to justify the 20 colleges and universities in the United States, now offering curricula in police science and police

[11] McCormick, Charles T.: *Deception Tests and the Law of Evidence*, 15 *Cal. L. Rev.* 484 (1927), 6 *Tenn. L. Rev.* 108 (1928).

[12] International Society for the Detection of Deception, C. B. Hanscom, Secretary, School of Business, University of Minnesota. American Academy of Forensic Sciences, Prof. Ralph Turner, Secretary, School of Police Science and Administration, Michigan State College, East Lansing, Michigan.

administration,[13] in offering intensive work in the deception area.

A six weeks Summer Institute in 1954-55 at the University of California at Berkeley, will supplement the single course in deception now offered (3 hours lecture and 3 hours laboratory section each week). Michigan State College at East Lansing is about to organize courses in the detection of deception.[14]

The objections now raised that polygraph examiners are inadequately prepared to testify as experts would not exist if they all possessed, in addition to good educational backgrounds, experience and ethical judgement, specialized courses in scientific detection of deception, including elementary courses in the polygraph as used in modern investigation, the history of lie detection, the psychology of deception, the physiology of deception, polygraph test construction and technique, reliability and validity studies, deception test criteria, and interrogation tactics; advanced courses in criteria and tactics, intensive studies of the murderer and sex offender, personnel practices, legal medicine and the polygram, and special applications. Laboratory and field experience should complete the training. Professional goals such as these must be made attainable by those most concerned.

That the instrumental detection of deception has matured into a professional size must be recognized. That it is too big for its breeches is also clear. National use by city and state police, by personnel consultants, by the Federal Government (which is now spending many thousands of dollars for operation and research in deception), and by universities in research, make its scope so large that anyone who pooh-poohs it as "an experiment" is ignorant of its growth and importance during the last 25 years.

PROGNOSIS

Here is a good method in qualified hands. It has such a head of steam now that it will not be stopped. It should not be stopped. It is both scientific and democratic. While not usurping the places of other forms of scientific evidence, it must be given its rightful seat in the courtroom.

Every year thousands more people are being given the test. It is far more fair and scientific in its indications than the centuries-old courtroom tactics of ridiculing and abasing witnesses and of permitting emotion-distorted eye-witness testimony to compromise the truth. In the United States where a man is considered innocent until he is proved guilty, it offers a citizen a chance to prove himself biologically and psychologically, and not be limited by the false impressions he sometimes makes by oral testimony from his or other lips or by a web of circumstantial evidence. It is a democratic gesture appreciated by persons other than those whose cry of "wolf, wolf!" is a cowardly cringing behind the protective pages of our Bill of Rights.

With increasing standards of competence in operators, and through the incentive of the current wide use, the polygraph is apt to merit an earlier legal recognition than would have been dreamed possible a few years ago. Research by professional workers who use criminal suspects and mental patients as subjects will greatly speed the expansion of knowledge of deception and of psychosomatic stresses in general. As more examiners put to daily use the available scientific controls, as they feel more keenly the compunction to justify their existence by furnishing adequate reports to the public on test reliability and validity, and as more and more professional people enter the ranks and educate the public to the broad significance of the polygraph testing for truth, the scientific proof of credibility will take a dignified place in the administration of justice. ★★★

[13] The University of California, Berkeley; California State Colleges at Fresno; San Jose, and Sacramento; City College of San Francisco; University of Southern California, Los Angeles; Washington State College, Pullman, Washington; University of Louisville, Louisville, Kentucky; University of Indiana, Bloomington, Indiana; University of Wichita, Wichita, Kansas; Louisiana State University, Baton Rouge, Louisiana, and others.

[14] See a recent study of some 20 college and university offerings, by Prof. Frank Boolsen of Fresno (Calif.) State College, published by the Society for Advancement of Criminology. See also MacNamara, D. E. J.: *Higher Police Training at the University Level*, 40 *J. Criminal Law, Criminol., and Pol. Sc.* 657 (1950).

TEXAS IS NOT ALONE

An Editorial

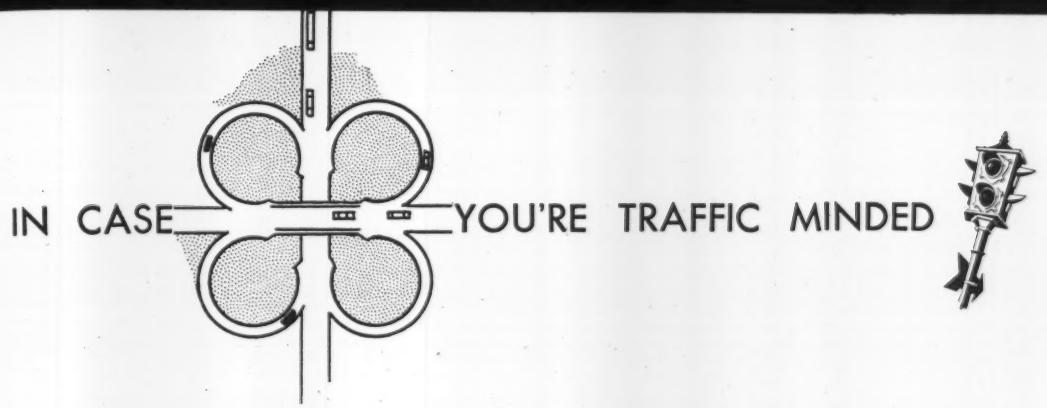
The DALLAS TIMES HERALD recently deplored public apathy toward crime prevention and the cost of this indifference in terms of tax dollars. Pointing to a state prison request for nearly $5 million, the HERALD said, "Any Texan who fancies that the state's high crime rate is none of his concern will do well to keep an eye on the legislature. Unless far-sighted changes are made, Texas will never be through allocating millions for expanded prison facilities . . . so long as the public balks at supporting means of preventing crime, it will periodically be faced with the need of providing new acres of prison cells."

Texas is not alone. In the 48 states of this country multiplied millions of dollars go down the drain annually in the futile hope that trials, convictions and prison walls are the final answer to the problem of crime and the criminal. Our present system for the administration of criminal justice concerns itself almost entirely with the end result in terms of the delinquent and the criminal, rather than with the conditioning factors which produce that result. It is much like the housewife in the kitchen who was so busy swatting the flies that she failed to notice the garbage can outside the window where they were breeding by the thousands.

With orderly government paying a higher tribute to crime and the criminal than it is able to raise for the education of its youth, it is time to consider the achievements of preventive medicine and examine the promise of a preventive criminology which would harness and put to work the findings of research in the behavior sciences.

It is patent that the resources of our communities and cities must be addressed to the youngster with problems—social, physical or mental—the developing behavior problem in its incipient stages during the early years of life when behavior patterns are just beginning to take form—in a clinical team approach through the mechanisms of professional diagnosis and therapy. There is room in our social scheme of things for a richly endowed Foundation, which would foster in a long range program and in every section of the country, the development of diagnostic facilities consistent with our present knowledge concerning the evolution of delinquent and criminal behavior. The number of private fortunes, both large and small probated annually in this country stir the imagination. Surely, the reason no one has met the challenge of this great humanitarian cause must be that it has not heretofore been brought to their attention.

V. A. LEONARD



New York Police Stiffen Attack on Traffic Deaths and Injuries*

By Commissioner Stephen P. Kennedy

EDITOR'S NOTE: *Stephen P. Kennedy is the 25th Police Commissioner of New York since consolidation of the city on January 1, 1898. He was appointed on August 2, 1955 by Mayor Robert F. Wagner to fill the unexpired term begun by Thomas F. Murphy. He succeeded Francis W. H. Adams under whom he served as Chief Inspector. On February 21, 1956, Mayor Wagner reappointed Commissioner Kennedy to a full 5-year term. Mr. Kennedy is the 7th career policeman to rise from the ranks to become head of the largest police force in the United States.*

He took the entrance examination for the Police Department and became a member of the force on March 22, 1929. He was promoted to Sergeant on June 20, 1937, to Lieutenant on September 26, 1940 and to Captain on December 28, 1945.

After he attained the highest civil service rank in the department, he once again resumed his studies after working hours and attended St. John's University from 1945 to 1947. Then, in between his police duties, he studied law at New York University and received his Bachelor of Law degree on June 14, 1950. He was admitted to the practice of law in the State of New York on June 25, 1952. He is also admitted to practice law before the Federal Courts in the Eastern and Southern Districts, the United States Court of Appeals, 2nd District and the Supreme Court of the United States.

During his career Commissioner Kennedy served in many positions in the Police Department and worked in almost all sections of the city. In his quarter-century progress to the top, he was a foot patrolman, a detective in homicide, an aid to the late Mayor LaGuardia, Commander of the Riverfront Squad, Commanding Officer of the Division of Civil Defense and head of a special anti-gambling detail. On February 1, 1949 he was appointed Deputy Inspector and promoted to Inspector on May 16, 1951.

THE matter of traffic deaths and injuries can no longer be regarded as a skeleton in the family closet of this nation to be clucked over and whispered about in tones of shame and subdued indignation. It must be yanked out of that closet and exposed in all its ugliness. For whether we like it or not, we must realize one grim fact—the automobile is no longer merely a pleasure vehicle. It has become, through no fault of its own, a weapon of destruction. The problem it presents must be approached realistically and practically. The wishful thinking must be changed to decisive action.

We have done this in New York City. It is being done in other communities in the nation. It can be done in all. In New York City, we have met the issue squarely and have stopped the upward climb of deaths and injuries by consistent enforcement of traffic regulations. By this safety program which has provoked criticism in some quarters, we saved forty-six lives, we kept 1,431 persons from injuries and we prevented 1,062 accidents in 1956. This year, we intend to save even more lives and save even more people from misery and heartache.

Yet, even though we have made gains and intend to make even more, enforcement by itself is not enough. This is a war which needs all the allies it can get. The means of bringing about healthy reductions in deaths and injuries can be found in the three E's—Enforcement, Education and Engineering. All three must be combined in an unceasing attack on the problem. I would like to emphasize this. Our actions cannot be sporadic. They must be continuous. There must be a day-by-day, hour-by-hour attention to the problem.

In considering the utmost use of the three E's as the answer, we are forced to recognize that the engineering phase of this vast problem is, of necessity, a long range approach; that education also requires time in order to change the attitude of motorists and pedestrians, and bring the required voluntary compliance. Unfortunately, death and injury on the highway will not wait

Address: Commissioner Stephen P. Kennedy, Police Department, City of New York, New York.

* Based upon remarks of Police Commissioner Stephen P. Kennedy at the Governor's Traffic Safety Conference in the Executive Chambers, Albany, New York, Friday, January 18, 1957.

Police Commissioner Stephen P. Kennedy

for engineering and education. It plunges ahead recklessly and mocks all our well-intentioned attempts to stop it. Therefore, there remains but one "E" which can be thrown into the breach immediately to check the ever-growing toll until its two partners develop sufficient strength to reinforce it.

In New York we found that enforcement was the best available weapon. We have employed it, and have discovered that consistent enforcement, happily enough, also has an educational effect. The summonses and the necessary arrests made for the purposes of traffic safety are not merely penalties, but part of an educational device which impresses upon motorists the need for safe and sane driving habits. We have also found that enforcement aids engineering: the latter benefits as a result of police experience in the field.

Our aim in police enforcement is directed toward educating the motorist into voluntary compliance with traffic laws. I am certain that, in most instances, the recipient of a speeding summons has learned that the slight amount of time saved by his reckless driving is small compensation for the time lost answering the summons, and no compensation at all when he is involved in a bone-shattering accident. This is education.

Pope Pius XII said, "It is also necessary to inculcate in everyone his grave duty to respect the lives of others." In his message to the International Highway Federation on the importance of social education in creating a highly developed sense of responsibility among drivers, the Pontiff added, "A salutary fear of immediate and adequate repressive measures undoubtedly will contribute to this end."

MENTAL MARGIN OF SAFETY

In short, a new "mental margin of safety" must be established and maintained by motorists. This margin can only be established when a driver is:

1. Fully conscious of his responsibility toward all users of the highway, particularly pedestrians,
2. Completely aware of his grave duty to respect the lives and rights of others; and
3. Ready to impose upon himself a strict discipline conforming to accepted principles of safe driving.

START OF THE CAMPAIGN

The harsh facts of traffic life—or rather death—were driven home to us sharply in the fall of 1955 as the death and accident rate in the city began to climb to new peaks. By the end of the year it was to result in 652 deaths, 45,591 injuries and 34,072 accidents.

Accordingly, in October of that year, the Police Department launched a citywide safety enforcement drive which is still continuing. The first step taken was to alert every member of our 23,000 man force to the need and the duty of enforcing the law with respect to fourteen moving violations: the violations which we found to be the killers and maimers of men, women and children.

DEADLY VIOLATIONS

Although I am certain most of you are well aware of what these violations are, there can never be any harm in repeating them again and again for the benefit of those who might not realize their seriousness. We list them as follows:

1. Driving while intoxicated

2. Dangerous driving
3. Speeding
4. Failing to give right of way
5. Failing to stop on signal
6. Improper turns
7. Failing to signal—stopping or turning
8. Disobey sign
9. Defective brakes
10. Failing to keep to right
11. Play street
12. Driving through one-way street
13. Driving without a license
14. Driving without lights, with dazzling lights or improper lights.

TASK FORCE

Immediately afterward, we created the special traffic enforcement unit, more commonly known as the "Task Force," now composed of 230 superior officers and men. The task force is assigned specifically to cut the toll in vehicular deaths, injuries and accidents through selective enforcement. Working in both marked and unmarked police cars, the Task Force issued 83,000 summonses in 1956 for violations contributing to accidents at times when and at locations where the incidence of such accidents was highest.

THE UNMARKED CAR

Besides the unmarked cars used in the Task Force, additional squads of such cars operate within the 20 divisions of the Police Department in New York City. All in all, we use an average of 75 unmarked cars and find them highly effective in our safety drive. This, in our opinion, is a conclusive answer to the minority of critics who have complained that the use of the unmarked car was "unsportsmanlike." It is our opinion that there is nothing sporting in traffic casualties, and that if the use of these cars have been responsible for the saving of only one life, they are completely worthwhile.

Law enforcement officers cannot be Kibitzers in this game of life and death. Yet there is an even more important factor behind the use of the unmarked cars. The unmarked car encourages voluntary compliance. It brings to the motorist the idea that we have been trying to drive home for over a year—that the traffic laws must not only be observed in the presence of a policeman but also in his absence.

ACCIDENT INVESTIGATION

The greatest potential in accident reduction is in the area of accident investigation. This is the technique which supplies the Police Department with information as to the causes of accidents and aids police in planning a selective enforcement campaign directed against these causes.

The Accident Investigation Squad of the New York City Police Department was established last February 6, and is a constantly expanding unit. Each day, more data on accidents and their causes are being gathered and each day an analysis of this information guides us in more effectively enforcing the laws and thus reducing accidents. The Accident Investigation Squad also conducts chemical tests of drivers charged with driving while intoxicated, and as a result of their activity, 2,569 drunken drivers were arrested in 1956, an increase of 1,012 over 1955.

RADAR

We placed considerable emphasis on the detection and apprehension of speeders after our accident analysis showed that speed is the prime factor in major vehicle accidents. During 1956, summonses for speeding increased 71.5% over 1955, and summonses served by officers using radar increased 87.3% to 7,804. We employ five radar units over 177 miles of parkways and streets.

SAFETY CHAIN

Traffic casualties over holiday weekends were found to be exceedingly high and becoming even higher. To cope with this situation, we established the police safety chain. This provided for the assignment of police cars along every mile of parkway, expressway and other major thoroughfares. Each patrol car patrolled a designated area and was constantly in sight. Their presence deterred speeders and reckless drivers and enabled them to break up traffic jams as soon as they developed. The safety chain is used in close cooperation with the unmarked car and has had a marked effect on keeping down the incidence of holiday deaths and accidents.

THE YEAR BEFORE US

During this year, we plan to continue our tested methods of traffic safety and to adopt the following new procedures:

1. Increased on-the-spot action at accident scenes, particularly police action for excessive speed as a result of examining skid marks.
2. Use of speed-watches for the detection and apprehension of speed violators in residential areas.
3. Integration of traffic engineering techniques with enforcement procedures. Preliminary driver obedience and speed and delay studies have proven worthwhile.
4. Introduction of a comprehensive accident report form for the compilation of statistical data on accidents to provide a broader base for the analysis of accident causation.
5. Budgetary appropriations to permit the processing of traffic accident data by IBM procedures.
6. Sampling procedures in determining causes of accidents, predominant violations, and other necessary information in place of attempting costly, full-count procedures.
7. Portable ultra-violet equipment for Task Force vehicles to detect forged or fraudulent operators' licenses or registration certificates.
8. Reduction of hit and run fatalities by greater concentration on intoxicated drivers and through coordinated investigative procedures.
9. Intensive training of new officers in the techniques of traffic law enforcement and the development of scientific skills in accident investigation.

RECOMMENDATIONS

To strengthen the traffic safety campaign the following proposals are recommended by the Police Department of New York City for enactment into law:

1. In the prosecution of speed violators, proof of the registration number of the motor vehicle should be presumptive evidence that the owner of that vehicle was the operator.
2. Revocation of the license of any

person who has been convicted twice of driving while intoxicated for a minimum period of two years.

3. Immediately after the arrest of a person for driving while intoxicated or leaving the scene of an accident, the driver's license should be taken up by the police and immediately forwarded to the Commissioner of Motor Vehicles pending a disposition of the case in court.

4. The driver's license of a person who is found to be a narcotic user should be revoked.

5. Applicants for license should be fingerprinted to prevent impersonation by someone else, when taking "driver's" tests.

6. All applicants for operator's or chauffeur's license should be required to make a statement on the application that they do not possess any outstanding summonses. A false statement on such application is presently a misdemeanor. It is recommended that persons found guilty of violating this provision be barred from again applying for a license for one year.

7. The privilege to operate a motor vehicle, of all individuals found to be "scofflaws" by a competent court, should be suspended.

8. A copy of all motor vehicle accident reports occurring in New York City involving damages in excess of Fifty Dollars should be forwarded to the Police Department by operators or owners concerned. This will cover situations where there is no personal injury and no police officer at the scene. The department at present knows nothing of such accidents and is therefore handicapped in properly assessing hazard-prone areas.

9. Remove the present limitation of the use of school crossing guards to an area within two city blocks or 200 yards of any school and permit their employment at dangerous crossings regardless of their distance from any school. This will permit greater use of these zealous guardians of our children and release regular police officers for other vital police duties.

10. Permit the arrest, without a warrant, for a violation of the Vehicle and Traffic Law, or the Traffic Regulations of New York City, though not occurring in the presence of the arresting officer in cases involving the investigation of fatal or personal injury accidents.

11. Mandatory inspection of ALL vehicles.

12. Physical examination of all drivers every five years in order to weed out those persons who are medically unfit to operate an automobile.

These are the steps we have taken in 1956, the steps we will take in 1957, and the recommendations we feel will further the cause of safety.

In closing, I would like to point out one important element. Coupled with the direct police action, was a continuous campaign of public education aimed at overcoming the general apathy to traffic tragedies. All of these factors made New York City extremely accident conscious. True, many of the motorists resent strong enforcement. True, the traffic drive is a constant topic of conversation throughout the city and such conversation is not always complimentary to police. But the mutterings from the few are, in my opinion, a small price to pay for the saving in lives. Some critics constantly clamor "quota" in connection with a traffic safety campaign. We do not have a quota system in New York City. No individual police officer is required to serve a set number of summonses for any traffic violations. Such a requirement would be highly unintelligent and absolutely contradictory to our theory of selective enforcement. A police officer, however, has a duty to serve a summons when he observes a violation.

If you want to be loved; if you want to win a popularity contest; if you want to be all things to all men —don't undertake a realistic traffic safety program. In my view, however, the conscientious law enforcement officer must approach the grim facts realistically. There is an overriding demand for comprehensive law enforcement in this field. That demand must be met with all the legal means at our command.

We have emphasized it before, and we will emphasize it again—our goal is not the passing out of summonses to establish new records in that respect, or an attempt to gain additional revenue. We have one purpose and one purpose alone: THE SAVING OF LIVES. The safety drive shall continue in New York City. ★★★

NEW KODAK FILMS OFFER INCREASED VERSATILITY

Changes and improvements in Kodak films have been coming thick and fast of late, to the point where the time has come to stop, take a good look at the new films, and see what they mean to you. In black-and-white films the biggest recent news is the new Verichrome Pan Film, which in one stroke has replaced three of Kodak's most famous roll films; Verichrome, Plux-X, and Super-XX. As a result the current roll film line-up now stands as follows: Panatomic-X (moderate speed); Verichrome Pan (high speed); and Tri-X (very high speed).

The new Kodak Panatomic-X film is a completely new film which retains only the name of the pre-war Panatomic-X. It is a thin-emulsion film, with exposure value of 25 daylight, 20 tungsten, which gives sharper negatives of a much finer grain than its pre-war predecessor. The new Panatomic-X negatives are capable of an extremely high degree of enlargement while retaining high resolution and print quality. It is available in roll film and miniature camera sizes.

Verichrome Pan Film, with an index of 80 daylight, 64 tungsten, is an excellent all-around film for general photographic purposes. Its speed lies between that of the old Plux-X and Super-XX, and it is superior to both in quality and ability. Verichrome Pan is a fine-grain, fast film. Being panchromatic, it is superior to the old Verichrome in that it registers colors in better monochromatic tones and works more effectively with filters. In general, Verichrome Pan gives greater resolution, increased sharpness, and better enlargement.

The new Kodak Plus-X Film, rated 80 daylight, 64 tungsten, is available only in 35mm magazines for miniature cameras. It has a fine grain, and as a result of new emulsion-making techniques it has greater exposure latitude and increased tone scale. Like Verichrome Pan, it is recommended for all-around usage.

For high-speed action shots and good results with low-level lighting, Kodak Tri-X Film has already proved its worth. It is a boon to available-light photography with its exposure index of 200 daylight, 160 tungsten. These ratings are conservative and incorporate a safety factor. Yet with all its speed Tri-X gives a moderate grain, the same grain as the discontinued Super-XX, which was only half as fast.

The Use of Emotional Screening in The Selection of Police Applicants

By Thomas W. Oglesby

EDITOR'S NOTE: *Mr. Oglesby received the Bachelor of Arts degree in Political Science from Occidental College in June 1950, and is scheduled to be awarded the Master of Science degree in Public Administration at the University of Southern California in June 1957. He was associated with the Los Angeles City Board of Education, Recruitment and Examination Division, for one year 1950-1951, and in August of 1951 he was employed by the City of Pasadena as a Personnel Technician.*

The importance of emotional stability as one of the key qualifications of a police officer has long since been established. In the following article, Mr. Oglesby presents to the field an inventory of the extent to which emotional screening is employed by Police Departments in the United States as a part of examination procedure in the recruiting process.

THE work of a police officer in modern society has become more and more demanding of the mental and emotional makeup of the officer. In emotion charged situations it is necessary for the police officer to remain calm and level headed. He must resist temptations uncommon to most areas of employment and he is often called upon to match wits with intelligent criminals in addition to directing the actions of emotionally disturbed citizens. Such working conditions make it essential that the police officer be emotionally well balanced in addition to meeting other rigorous standards such as physical and mental qualifications. Because of the demands upon the emotional makeup of police officers, it becomes increasingly evident that governmental jurisdictions must make use of some form of testing in their selection program which will determine the men best suited to meet the rigorous demands of police work.

For the past several years police administrators and educators have stressed the proposal that prospective police officers should be subjected to psychiatric or psychological testing prior to employment. It was the purpose of this survey to determine the extent that such testing is in use in the United States.

In order to review the use of psychiatric or psychological testing of police applicants within the United States, it was first necessary to identify those governmental jurisdictions maintaining such programs. Because of the large number and variety of governmental units, the survey was limited to municipalities in order to provide as great a number of jurisdictions of similar type and size as possible. Survey contact was further limited to municipalities having a population of more than one hundred thousand persons. This limitation imposed as psychiatric or psychological screening was expected to be expensive and thus its use would be limited to larger agencies. In addition, formal recruitment and testing programs are of necessity limited to larger municipalities which have a sufficient number of employees to justify their use.

One hundred and eleven cities are listed in the 1955 edition of the *Municipal Yearbook*[1] as having a population over one hundred thousand persons according to the 1950 census. In October 1955, a letter was mailed to the Police Chief in each of these cities asking whether or not the jurisdiction had a program of psychiatric or psychological testing of police applicants. Enclosed in each letter was a self-addressed return post card on which the police chief could indicate "yes" or "no," and, if "yes," space was provided for the name and address of the official with whom contact could be made for further information.

Return post cards were received from ninety of the 111 cities. Of the ninety replies, twenty-six indicated a program of psychiatric or psychological testing of police applicants and provided the names of the official with whom contact could be made for further information.

The initial questionnaire was brief and did not ask for detailed information regarding the services of psychiatrists or psychologists. For this reason a second contact letter was mailed in late October and early November, 1955, to the contact person of the cities indicating a "yes" reply. This letter asked for additional information and served the purpose of eliminating cities not actually using the services of a psychiatrist or psychologist in their police testing. As the result of the analysis of the replies received from the follow-up letter, fourteen cities were considered to have a formalized program of psychiatric or psychological testing of police applicants. These cities are as follows:

City and State	*Population*
Berkeley, California	114,000
Los Angeles, California	2,105,000
Oakland, California	385,000
Pasadena, California	105,000
New Haven, Connecticut	164,000
Wilmington, Delaware	110,000
Jacksonville, Florida	205,000
New Orleans, Louisiana	570,000
Omaha, Nebraska	251,000

Address: Mr. Thomas W. Oglesby, Personnel Technician, City Hall, Pasadena, California.

[1] *The Municipal Yearbook, 1955.* Chicago, The International City Managers' Assoc. 1955, p. 529.

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Cleveland, Ohio	915,000
Toledo, Ohio	304,000
Philadelphia, Pennsylvania	2,072,000
Providence, Rhode Island	249,000
Milwaukee, Wisconsin	637,000

During the initial planning of the study it became evident to the investigator that the information desired could best be obtained through personal contact with key officials in each of the cities. Correspondence on such a broad topic would soon become ponderous and in addition would be too time consuming. Also, it was felt that operating officials would find a mail study with its heavy correspondence to be an irritating obligation at best. For these reasons the investigator determined that the most efficient method of obtaining complete information would be through the use of interviews in the office of the key official. Without exception the officials were eager to participate in the study and were most cooperative in lending themselves to the rigid time schedule of the investigator.

The survey was conducted during a three week period in March, 1956. All travel was by rail, enabling the investigator to make use of the tape recorder in the dictation of notes between cities.

SUMMARY FINDINGS

History

The year 1938 was the year when two of the current programs were begun. Wilmington and Toledo share the honors of having the oldest continuous program of psychiatric testing of police applicants. In 1947, Jacksonville instituted a program followed by Berkeley in 1949, Oakland in 1950, and New Orleans in 1952. In 1953, four cities instituted a program of psychiatric or psychological testing of police applicants. These cities were Pasadena, Philadelphia, Milwaukee and Cleveland. In 1954, Los Angeles and Providence began their programs and were followed in 1955 by Omaha.

Type of Emotional Screening

Of the fourteen cities surveyed, ten employ a psychiatrist in their testing program at the present time. Two cities employ a psychologist in lieu of a psychiatrist and one city employs both a psychiatrist and a psychologist. Three of the cities employing psychiatrists make use of paper-pencil projective tests in their screening process. The three cities using the services of a psychologist also employ paper-pencil projective tests in their screening process. In each case where paper-pencil projective tests are used, the results of these tests are used as a basis for the interview which follows.

In all fourteen programs the applicant is interviewed by the psychologist or psychiatrist. The interview varies in length from fifteen to thirty minutes. In those cities where projective tests are not used the short interview is the sole means of evaluation employed by the psychiatrist.

Character investigations of the applicants are conducted by the police departments in all but two cities. The information received by this investigation is available to the psychiatrist or psychologist in two cities and serves the purpose of providing important data to guide the interviewer. In three cities the reports of the psychiatrist or psychologist are made available to the investigating officers. In these cities the character investigation serves as a check on the findings of the psychiatrist or psychologist. In the remaining cities the results of the testing and character investigation are given to the appointing authorities and there is no interchange of information.

Selection of Applicants to be Screened

Psychiatric or psychological testing of all applicants following initial testing is the rule in all but four cities. In these cities only selected applicants are tested. These applicants are selected in the first city if, during the physical examination, the examining physicians detect some emotional instability in response to their questions. In the second city, the head of the training school interviews the applicants and selects them for psychiatric interview if, in his opinion, they show signs of instability. More definite information is used for the selection for testing in the other two cities. The paper-pencil projective test results are used as indicators in one and the information received from the character investigation conducted by the police department is used as a basis of selection in the other city.

Place of Screening in Selection Program

With the exception of two cities the psychiatric or psychological screening is conducted after the other phases of the selection program have been completed. Thus, only the applicants in serious contention for employment are tested, effecting savings both monetarily and in the time of the psychiatrist or psychologist. Some prior screening is accomplished in the two exceptions, also. One, tests only those selected by the physician prior to the written examination and the other tests all applicants after they have passed a medical and fingerprint screening but prior to the written examination.

Cost of Emotional Screening

The following list indicates the reported costs of psychiatric or psychological testing per applicant in each of the cities surveyed:

Berkeley	Not reported
Los Angeles	$15
Oakland	$22.50 (two interviews)
Pasadena	$20
New Haven	$5
Wilmington	No charge (State Mental Hospital)
Jacksonville	$5
New Orleans	$10
Omaha	$5
Cleveland	$5
Toledo	Not reported
Philadelphia	$5
Providence	No charge (Municipal Hospital personnel)
Milwaukee	No charge (Psychiatrist volunteers service)

Review of Findings

Four cities have adopted procedures of technical review in the event of questionable cases or appeal. In the most elaborate of these the result of an appeal by the applicant of the findings of the psychiatrist is that the case is referred to a panel of psychiatrists for retesting. Another city refers appeals to a second psychiatrist. In two other cities the psychiatrist may conduct an additional interview with those applicants whose emotional stability is questionable.

Questionable applicants may be employed in two cities and the training sergeant is notified of the psychiatrist's findings. He pays particular attention to the conduct of the applicant during training and reports any instability to the proper authorities. In three cities the character investigation helps to validate the findings of the psychiatrist or psychologist.

Problems

Major problems in the testing program were reported by four cities. With the first city the problems were two fold. In 1950, officials objected to the amount of time needed for psychiatric review. To alleviate this situation a change was made whereby only selected applicants were interviewed by the psychiatrist. During this period one applicant who had not been screened by the psychiatrist was employed. After working a year and a half he suffered a mental breakdown and was

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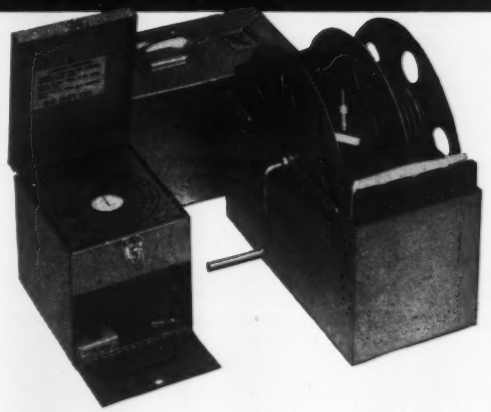

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hospitalized. Whether or not the breakdown could have been predicted by a psychiatric review is supposition. The result, however, was that the original program of review of all applicants was reinstituted. The second problem in this city has to do with the report of the test findings. The only report made by the police surgeon consists of a numerical grade with no narrative or descriptive data. Such a report is of no use to the civil service staff as they have had no explanation as to its significance.

The psychiatrist working for the second city originally would recheck some of the rejected applicants at the City's expense if the applicant so requested. In some instances the psychiatrist would then change his opinion and recommend acceptance of the applicant. The civil service commission became aware of the procedure and it was eliminated.

The third city experienced an unsuccessful attempt at psychiatric review which resulted in the abandonment of the program for several years. It is probable that this first attempt at psychiatric review was unsuccessful due to the placing of the review within the regular selection procedure. Applicants rejected during this period have the right of a formal appeal that could potentially become a case in a court of law. This fact was apparently stressed when instructing the psychiatrist. As a result, no applicants were rejected by the psychiatrist even though over 1500 applicants were originally tested. This problem has since been eliminated as the psychiatric review is now conducted as a part of the final medical review after the certification of three names to fill each position. This review is conducted under the auspices of the police department apparently without the knowledge of the Civil Service Department.

The fourth city's problem arose from the fact that a panel of nine psychiatrists were used in the examinations. The results indicated that there was no standardization of technique or of interpretation of results. After two years the procedure was changed and only one psychiatrist was employed to test all applicants.

Other problems voiced by the officials contacted during the survey are as follows:

Choice of psychiatrist or psychologist: Inasmuch as the city must rely upon his judgment some definite standards of selection should be established in hiring the psychiatrist or psychologist. Thus far, no specific standards have been established.

Lack of criteria for selection of suitable police applicants: The experience of testing thus far has been to eliminate the obviously unfit from employment. No criteria has been developed to predict success on the job or to allow for a definite justifiable decision on the borderline cases.

Difficulty of making definite decisions: Many officials indicated a problem in obtaining definite decisions from the psychiatrist or psychologist. Due to the lack of criteria, the psychiatrist or psychologist is often reluctant to say "yes" or "no." This leads to confusion inasmuch as the reports are often wordy and in technical language. The result is that laymen are often required to make decisions regarding the rejection of an applicant for emotional reasons.

Time involved: When a psychiatrist or psychologist with a private practice is employed for this testing, applicants are scheduled to suit the convenience of the psychiatrist or psychologist, rather than the city. This has led to time lags and bottlenecks in the selection procedure.

CONCLUSION

The use of a psychiatrist or psychologist in the selection of police applicants is a relatively new and not too widespread technique. Those cities experimenting with the technique have reported success, although, no scientific proof of this success is available. Theirs is merely an opinion that the use of a psychiatrist or psychologist further validates the selection program by providing an additional qualification hurdle. Through the use of a screening of emotional makeup the police selection program is improved. The technique is not considered to be a substitute for any of the traditional selection processes such as written intelligence and aptitude tests, oral interviews, physical and agility examinations, fingerprint screening and character investigations. Rather, it is an additional tool.

Thus far, the usage of a technique of emotional screening of police applicants has been from a negative point of view; i.e., it has been used to eliminate the emotionally unfit rather than to predict on-the-job success. The prediction of on-the-job success is a larger goal and a goal worth working toward. If this goal is to be accomplished, then there should be first an increased usage of the technique and second a standardization of technique. The former can be accomplished through increased reporting of existing programs. Police and personnel professional journals and conferences as well as correspondence and personal contact are all means by which these programs can be publicized.

Only through the standardization of technique coupled with scientific analysis can criteria of job success be developed. In order to assist the development of this standardization, a proposed standard program of police selection is presented in following paragraphs.

A standard selection procedure should contain six elements if it is to be complete. These elements are: Standard basic qualifications; a written aptitude and intelligence test; an interview; a medical examination; a character investigation; and an evaluation of emotional stability. With the exception of the last portion of this program, that is the evaluation of emotional stability, little need be said here about the details of these elements. Basic qualifications, written examinations, interviews, investigations and physical examinations are in common usage today. All that remains to be accomplished is the determination of standard specifications for each.

The experience of the reporting cities indicates that a program of emotional evaluation should come after all other screening has been accomplished. In this position, the agency will be assured that only the applicants most likely to succeed will be evaluated, thus cutting expense and time loss. In addition, all available information including test scores and investigation reports can be at the disposal of the psychiatrist.

Experience indicates that the actual evaluation of emotional stability should consist of three parts if it is to be complete. First, written psychological tests of a projective nature should be administered to the applicant. When these have been scored and evaluated by a clinical psychologist, the complete report including all official information about the applicant should be forwarded to the psychiatrist.

A psychiatric interview would then follow as the second portion of the program. Following the interview the psychiatrist would make his decision as to the stability of the applicant and so recommend to the appointing authority.

The purpose of this selection program is to provide physically, mentally and emotionally fit personnel for appointment as police officers. There should be little hesitation in the mind of the appointing authority as to eliminating from consideration the emotionally unfit persons. The psychiatrist should be required to render a definite opinion as to the suitability of the applicant just as is expected of the written, interview or medical portions of the selection procedure. While it admittedly is a difficult task to predict instability, the consequence of emotional outburst by police officers is too grave a risk to justify the employment of men of doubtful stability.

The third and final portion of the evaluation procedure would be retesting after a period of employment. The reason for this retesting is twofold. First, a determination should be made as to the personality modification, if any, of the police officer; and second, such retesting may provide important information as an aid in determining criteria to predict on-the-job success.

As the results of the survey indicate, no evaluation of the personality of a police officer after several months or years of employment is in existence today. The policeman's job is unusual in terms of psychological pressures. Men are constantly being associated with the seamy side of life and they are given a uniform, gun and considerable authority to wield over their fellow man. Whether or not these pressures have a negative effect on the personality of the police officer is a subject of conjecture among police officials and educators. For this reason it is vital that this topic be scientifically explored. ★★★

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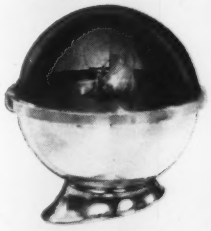

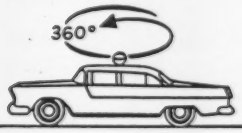

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Added Impetus to Police Photography Comes Through New Los Angeles Facilities

By Benedict Kruse

EDITOR'S NOTE: *The new Headquarters Building of the Los Angeles Police Department has attracted national attention. Setting the pace for modern police headquarters design, its extensive facilities for expediting the complex and far-flung operations of a metropolitan police department included provision for making the most of that important police tool—*PHOTOGRAPHY. *In the following article, Mr. Kruse presents a graphic account of these facilities. The author was associated with the* NEW YORK TIMES *from 1942 to 1949, during the last three years of which he was a member of the* TIMES' *United Nations Bureau. He is presently Editorial Director of Frank Associates, a national reporting firm specializing in business and industrial journalism.*

WHEN it comes to making use of photography in the many phases of police work, the motto of the Los Angeles Police Department would seem to be, "When in doubt, take a picture."

By making photography as much a part of police routine as possible and reducing the "expert" element, the department is developing this important tool of criminal investigation to its fullest extent.

In an effort to reduce costs, the department has developed "automatic" mug-shot equipment and made photographers out of investigating officers. Often, the department's policy of blanket photographic coverage for all accidents involves the discarding of unused negatives. But the waste is negligible in comparison with the potential benefits of having the negative available—just in case.

The department has become increasingly photo-conscious throughout the years. When the department moved into the new Police Building in 1955, investigative photography received a new impetus. In the new building, ample room was allocated to the department for expansion of its laboratory facilities.

A spacious copy room gave technicians increased opportunity to develop new laboratory techniques. The use of color photography, which has been only recently developed, was encouraged through the allotment of sufficient work room and improved equipment. A fully-equipped, one-man camera repair shop was established —a necessity due to the large number of officers using departmental photographic equipment.

Address: Mr. Benedict Kruse, Editorial Service Bureau, Eastman Kodak Company, 343 State Street, Rochester 4, New York.

MUG SHOTS

How many other police departments bother to mug persons who commit petty crimes? The number of petty offenders is overwhelming in comparison with the number of felony bookings. Mugging them *could* be an expensive luxury. Yet a mug of everyone who is arrested would be useful, if it could be done cheaply enough. The Los Angeles Police Department has found a way.

The department has developed a procedure to reduce the cost of felony muggings by setting up equipment that would focus itself automatically in predetermined positions. The result was a speedup in the taking of felony mug shots. Even more important is the fact that now anyone who can push a button can take mug shots. And each shot will be uniform and according to specifications.

To hold costs to a minimum, direct positives are used in the taking of mug shots. Thus if a man progresses from a minor crime to a high misdemeanor or a felony at some later date, his photograph will be on file to aid in his apprehension.

Direct positives are shot on Auto-Photo machines. The machines are similar to the photo booth units found in arcades and amusement centers. It consists of a booth with a chair in which the offender sits while the picture is taken. The operator has a print "in a minute." The Los Angeles Police Department uses eight of these machines—one in each of several strategically located divisions, and one each in the women's division and the juvenile division.

The mugs are filed with fingerprints and other booking records of the offender. Each time he is booked he goes through the same routine—up to a point. To eliminate unnecessary repetition of photographs and prints of habitual drunks the department has developed a repeater file system. After a number of arrests within a certain period, a card containing the repeater's record, prints, and mug is placed in a rotary desk file. In subsequent arrests reference can be made to the file, keeping booking routine at a minimum.

Direct positive paper is used in these machines. Tests made within the department have shown that the paper stands up well. Six month's exposure to sunlight has failed to fade it, according to police technicians. In making copies, the lab uses Kodalith with standard paper developer. The Kodalith yields high contrast, and can be watched closely during development. The loss

FIGURE 1. *Police Chief William Parker is interviewed by Bill Stout, television newsman, in the new police building sound stage. The scene simulates the chief's office. Scenery and lighting are easily shifted for making other films such as training movies and public relations photos.*

of detail as a result of such contrast is offset by the use of a developer that does not have high-contrast qualities.

MUG SHOTS FOR HIGH MISDEMEANORS

In booking felons and men arrested for high misdemeanors, the department uses a standard portrait camera. The camera is automatically pre-focused in two fixed positions. The felon is positioned before a height-graduated standard that corresponds to a scale used on the camera itself. The height of the camera is adjusted accordingly.

The camera itself is mounted on a parallelogram frame which is bolted to the floor, and which swings backward and forward. The bottom ends of the parallelogram bars are pivoted in such a way that, when it is swung to the extreme forward position, the camera is held at the proper height for a closeup of the man's head. When swung backward away from him, it is lowered sufficiently to take a full-body picture.

As the camera swings from one position to another, a pin mounted on the parallelogram fixture bears against the focusing lever, moving it just the proper distance. The lever is spring-loaded so that it returns to the alternate position when the stand is swung in the opposite direction.

ACCIDENT INVESTIGATION

Accident investigation is a phase of police work that frequently reaches the courts and photographs are highly useful as evidence. Yet to send a photographer out on every accident call would be prohibitively expensive. The best answer was to make a photographer out of the investigating officer. The first step was to develop a cheap, rugged and easy-to-use camera. The department chose an ultra-sturdy Printex, which shoots 2½ x 3¼ exposures. The camera is housed in a heavy-gauge case, capable of absorbing punishment in the hands of the most inexperienced user.

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The photographic department has allocated 80 of these cameras to Traffic—one per car. Before a squad car traffic officer goes out on his rounds, he picks up a camera—one that has been loaded and checked by the photographic department repairmen. Each accident that the officer investigates is photographed from as many angles as he feels necessary. These films may never be printed, but they will be filed and available if needed. Shots of minor accidents or accidents where no criminal responsibility is involved will usually not be developed. A city ordinance, however, has been proposed that would allow the city to sell prints to insurance companies or other interested parties to a suit.

The passing of the ordinance would mean an increase in the city's revenue from records reproduction, which is already sizable. The department has a full complement of machines for photographic duplication. In addition to their primary use for internal records copying and official work, the machines turn out large numbers of traffic reports for private purposes. Sold for $1.50 per set, these copies bring in about $45,000 a year to the department.

COLOR PHOTOGRAPHY

In addition to the investigating officers, the department maintains a staff of trained lab technicians and photographers. The staff includes 20 full-time men, most of whom are on call. These men, who are equipped with Graflex cameras, do all their own investigative photography. Recently, they have turned to color photography for cases where homicide is a possibility. Here again, many films that are taken at the scene of a death where surrounding circumstances are suspicious may never be printed. What at first appears to be homicide may shortly prove to be a natural death.

In many cases, color photography has aided in bringing convictions. In a recent case, a college student was convicted of murdering a wealthy Beverly Hills woman in whose home he had worked. Color photography served as conclusive evidence that the defendent had been engaged in a struggle. As presented in court, a color photograph pointed up scratches on his neck, cheek and hand. Despite efforts by the defense attorney to discredit color photography as evidence, it stood up.

In another case, discoloration of a woman's face caused by deep burns showed up brilliantly and dramatically in color photos. The burns were allegedly caused by a beauty shop operator as a part of her treatment and inhalation of the acid fumes was termed the cause of the woman's death. The operator was convicted of manslaughter.

It is expected that color film will be used one day in mugging photography. Portraits in color projected to life size on a screen one at a time would simplify identification. After looking at several mugbooks a witness is liable to become confused. With projection and color, however, the witness' attention would be centered on only one face at a time.

The department already has some experimental color equipment. Mug shots are made on 35mm color film. The projector holds 35 slides at a time and by automatically advancing from one frame to the next it gives the viewer an image just long enough to make identification sure.

THREE-DIMENSIONAL PHOTOGRAPHY

Three-dimensional photography is another modern technique that is being adapted to police uses in the department. One outstanding case in which it was employed was a murder trial. A footprint allegedly made by the killer of a woman was being examined. The print, made on cardboard, was incomplete. With an ordinary photograph it was difficult to tell why, because police photographs must be made perpendicularly to the subject to be acceptable as evidence. The result is a flat shot with no highlights. With 3-D, it was readily apparent that the cardboard was creased and that this was what had caused the print to be interrupted. Such evidence as this clears up doubt and makes proof more credible.

Tri-dimensional photography has been a great help in aiding investigations, according to Lieut. John Bigham, Officer-in-Charge of the Photographic Section. One such case was a forgery operation in which the men were printing their own fraudulent pay checks. Police found

the pusher, who was willing to testify in court against the two men suspected of printing the checks. But in order to connect the men with the crime, it was necessary to match the type as it appeared on the checks with the type fonts themselves.

Police investigators carefully sorted the type faces, eliminating all those that did not match. Eventually they narrowed it to a few that appeared to be identical. Three-D photos were made of the type letters. When viewed with a stereopticon viewer, they showed clearly the identity of imperfections in the printed letters. Without 3-D, the match was much less easy to discern.

The department excels in this type of specialty photographic investigation. While routine police photography continues to progress toward more simplicity and automatic operation, the work of the lab grows steadily more complex and technical. Under controlled conditions and with highly skilled criminalists, new strides are being made in bringing to light the most obscure evidence.

NEW TECHNIQUES BEING DEVELOPED

Footprints

One technique that the men have been perfecting is the lifting of footprints. Today, such prints are recognized as highly valuable evidence. Lifting the dim outlines of a shoe left in a thin film of dust is not always easy, however. A dusty heelprint on a marbelized kitchen floor is difficult to see even with the naked eye. Reproducing it creates an even greater problem.

Considerable experimentation has shown that a sheet of Neoprene can be employed in much the same way as cellophane tape is used in lifting fingerprints. But the problem is not the same. The Neoprene should not be too tacky—just tacky enough to lift the print. It's a delicate operation.

Against the dark background of this material, the footprint becomes visible. In the laboratory it is placed before the copy camera. Controlled cross lighting of high brilliance is used, bringing out the brand name on the heelprint and identifying imperfections. The camera is loaded with Kodalith, which has the high contrast needed. A-72 paper developer is used, which does not have the high-contrast characteristics, enabling the photographer to hold the minute details which are so important.

A reverse reading scale is placed with the exhibit to give evidence as to the correct sizing. The negative is then turned over before printing, and printed through the back side so as to make the positive print appear just like the original footprint itself.

Dampened footprints pose a problem all their own. The dust of the print itself becomes muddy, and mud cannot be lifted in the same manner as dry dust. The Neoprene will not pull a clear mud print. The head of the copy laboratory, Jim Watson, encountered difficulty with a footprint that had been made on manila paper. The suspect had stepped on a large envelope which lay on the floor of a car. But it had rained, and the envelope had become damp. The footprint had turned to mud.

Watson pulled a negative from his packholder, moistened it slightly and pressed it against the print. The gelatin swelled slightly and absorbed the moisture from the mud. When it was pulled away, the print showed clearly. In another case, a burglar had stepped across a dewy lawn and the footprint which he subsequently left in a house was damp. The same technique was used again. The result—a clear print.

Photographing Curved Objects

The copy lab has worked out some other interesting methods and equipment. One device is the barrel that is used for photographing curved objects. A standard 100-lb. sulfide barrel was selected. It was completely lined with white paper. A hole was cut in the side to admit the camera barrel.

The object to be photographed is suspended in the barrel and a strong light is introduced. The white surface of the interior gives even reflectivity from all angles. The camera used for this job is equipped with a 7-inch lens, which has a short focal length. One of the more prosaic tasks performed with this setup is the reproduction of policeman's curved badges for use in making

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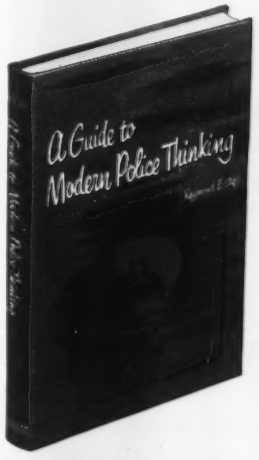

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decals on crash helmets. Shadows and highlights are eliminated.

Door handles, door knobs, candlesticks and other curved pieces have also been photographed successfully in the barrel.

Fingerprints

The barrel has also proved useful in reproducing latent fingerprints from glasses and bottles. If the prints are at all greasy, they cannot be lifted. The safest procedure is to photograph them. The vessel is filled to the neck with an India ink solution. The solution gives a sharply contrasting background for the silver powder which is used to bring out the print.

Another technique in developing fingerprints is the use of a silver nitrate solution. Fingerprints can be made visible on cardboard through the use of the solution, which combines with the perspiration on the surface to bring out a clear print in a red color. The prints may then be photographed and developed with the standard paper developer.

INFRA-RED PHOTOGRAPHY

Infra-red photography is another useful tool in the Los Angeles Police Department's laboratory. It proved its worth so well in the case of the young "Mr. X" that he dropped completely out of sight and is still being hunted.

"Mr. X" is a cocky young man whose idea of a practical joke was to send his picture to the police department along with the boast of having committed crimes. To foil identification (he thought) he had marked over his face in the picture with a green ball-point pen. The face was completely obscured. Alongside he wrote—"Mr. X—That's Me." Removal of the ink was necessary in order to make an identification, but chemical means would not have been effective. Solvent wouldn't work because the ink had been pressed into the surface. Watson turned to infra-red photography. Using a filter, he obtained a photograph that showed the man's face very clearly. The trick had backfired.

This technique has also been used to "remove" ink deliberately spilled over a date on a receipt to prevent its use as evidence. The infra-red technique has also selectively eliminated bank stamps in photographs of checks so as to bring out a stamp of another color or to develop a signature that has been stamped over.

These ideas are representative of the many new and interesting vistas that practical, workaday research in police photography at the Los Angeles Police Department is opening up. Aside from its investigative applications, photography is also building important roles for itself in police training work and public relations.

TRAINING FILMS

Training films as well as films made up for viewing by the general public are conceived and executed right in the department. In public relations, the advanced techniques of television and movies are being adapted to telling the story of police problems and police achievements to the public with outstanding success.

Today, popular television serials are heightening the public's awareness of the police department's functions. The Los Angeles Police Department is capitalizing on the new media with its own sound stage, where television and movie cameras are able to do their work in the interpretation of police activities to the public.

Today, special events such as an interview by local TV commentators with the police chief can be set up with a minimum of inconvenience. The chief's office is simulated on the spot, and he is called in for a quick interview. The whole affair requires only a few moments. The sound stage was designed and built with the aid of Hollywood professionals.

Here, then, is just one more example of what can be done, given the proper equipment, facilities, and official approval. Los Angeles is lucky. It has all three. ★★★

A GOOD HUNTER IS A SAFE HUNTER

The 1957 hunting seasons are here! Across the nation more than 15 million licensed hunters will be afield, on the deer stands, and in the duck blinds. Add to that number up to 4 million landowners and their families who may hunt on private property without sanction of a license, and you quickly recognize that about one in eight U. S. citizens will enjoy the thrills of hunting this shooting season.

A true sportsman recognizes the responsibilities that go with the enjoyment of the sport of hunting. Those who violate the rules and proper conduct afield hurt the sport for all. Learn and observe the rules.

KNOW YOUR GUN

Be sure the gun and ammunition are in good condition.
Sight-in the gun before hunting with it.
Learn to be a good shot.

HANDLE YOUR GUN PROPERLY

Treat every gun as if it were loaded.
Always point the muzzle in a safe direction.
Be sure of your target.
Keep your finger out of the trigger guard until ready to fire.
Practice self-control.
Open the action and unload any gun which is not in use.
Store hunting guns in a safe place.

FULFILL YOUR RESPONSIBILITIES AS A SAFE HUNTER

Follow the rules of safe hunting.
Learn to identify game.
Know and observe the game laws.
Be courteous and promote friendly hunter-farmer relations.
Insist that your companions be safe hunters.

—National Rifle Association

Concealable Firearms Under New York Laws

By John Drzazga

EDITOR'S NOTE: *Sergeant Drzazga was appointed to the New York Police Department in March 1937, and in May 1951 was promoted to the rank of Sergeant. At the present time, he is assigned to the 92nd Precinct in the Williamsburg section of Brooklyn. He has studied Forensic Medicine at New York University under the direction of the Medical Examiner and is a graduate of Blackstone College of Law, with the LL.B., and J.D., degrees. Sergeant Drzazga has been a frequent contributor to the Journals.*

THIS Article is confined to a terse discussion of the laws governing pistols and revolvers which are concealable on the person. Legislation prohibiting or restricting the possession of such weapons is enacted pursuant to the police power of a state.

The chapter of New York laws which deals principally with crimes is known as the "Penal Law." The object of this chapter is to specify the classes of persons who are deemed capable of crimes, and liable to punishment therefor; define the nature of the various crimes; and prescribe the kind of measure of punishment to be inflicted for each crime. The provisions covering dangerous weapons are found in this law.

LAWS

The provisions of Section 1897 of the Penal Law of the State of New York contain the prohibitions and restrictions on such weapons. A minor under sixteen years of age who violates any provisions of this section is guilty of Juvenile Delinquency. Subdivision 4 provides that any person over sixteen years of age, who shall have in his possession in New York State, any revolver or other firearm of a size that can be concealed upon the person, without a written license therefor shall be guilty of a misdemeanor, and if he has been previously convicted of a crime, he shall be guilty of a felony. Subdivision 5 refers to the carrying of such firearms and is similar in substance.

Subdivision 5-a contains the same prohibition and provides that if the firearm is loaded with ammunition at the time, or the person shall carry or have upon his person a quantity of ammunition which may be used to discharge such unlicensed firearm, he shall be guilty of a felony.

Subdivision 6-a precludes the arrest of a person who voluntarily delivers such firearm to a peace officer, under circumstances not suspicious, peculiar or involving the commission of a crime. It also provides for the issuance of legal process in a proper case, to aid in the investigation.

Address: Sergeant John Drzazga, 7400 Kessel Street, Forest Hills 75, New York.

Other provisions cover the licensing procedure. However, the provisions fixing the fees for such licenses in the City of New York are found in Chapter 18, Section 435-5.0 of the Administrative Code of the City of New York. And the provisions for licensing gunsmiths and dealers in firearms appear in Section 435-6.0. In the City of New York, the Police Commissioner has the exclusive right to issue such licenses, or to validate licenses issued outside the City of New York.

Licensee must have the license in his possession and must exhibit the same for inspection, on the demand of a peace officer. The conviction of a licensee for a felony or any one of the misdemeanors mentioned in Section 552 of the Code of Criminal Procedure operates as a revocation of the license under subdivision 11.

Subdivision 12 prohibits the sale of such weapons to persons not having the proper authorization, and provides for the removal of the purchase coupon by the dealer. Non-compliance with the provisions of this subdivision is a misdemeanor.

EXEMPTIONS

The provisions of this section do not apply to persons under defense contract with the U.S. Government for military or naval purposes where such possession is necessary in compliance with such contract. Nor does it apply to the ordinary transportation of firearms as merchandise, provided, the carrier of such weapons, where he knows or has reasonable means of ascertaining that he is transporting such weapons, notifies in writing, the proper law enforcement officer for investigation as to whether consignee may lawfully receive them. It does not apply to peace officers, nor to duly authorized military or civil organizations when parading nor to the members going to and from the place of meeting of their respective organizations. U.S. reserve officers may possess weapons which they are by army regulations required to possess.[1] Game protectors are also peace officers and may carry a pistol without a license.[2] Officers and employees of the U.S. Government, who are required to be armed, and specifically authorized to carry weapons as an incident to their duties are not subject to the provisions of this section.[3] By rules of comity, peace officers of other states whose duties require them to come into the State would also be exempt.[4]

[1] Op. Atty.-Gen., 1920, 23 St. Dept. Rept. 708.
[2] 1913 Op. Atty.-Gen., 636.
[3] 1942 Op. Atty.-Gen. 398; 1937 Op. Atty.-Gen. 319.
[4] Op. Atty.-Gen., 1933, 48 St. Dept. Rept. 477.

Guards hired by private employers engaged in war production are not exempt and must obtain pistol licenses.[5] A private detective duly licensed under the provisions of the General Business Law, must obtain a license to carry a pistol or revolver.[6] An honorably discharged enlisted man in the U.S. naval or military service, carried on the reserve list, is required to obtain a permit to possess firearms, unless he is required to possess firearms by his organization.[7]

CONSTITUTIONALITY

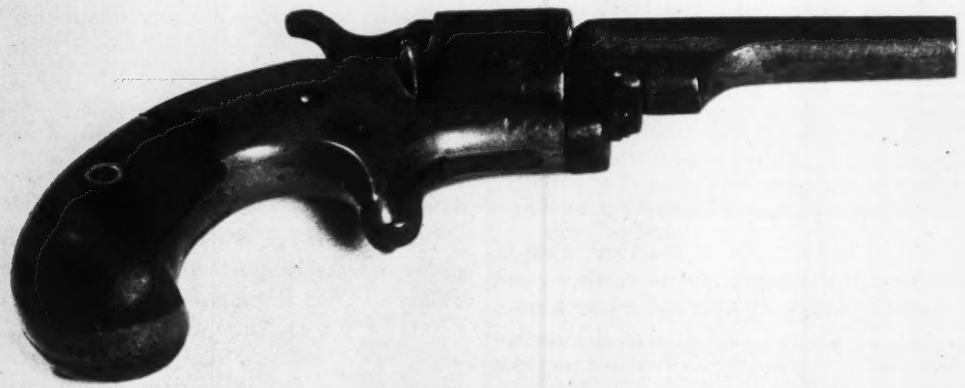
The constitutionality of this section had been sustained[8] and it had been held reasonable and valid.[9] The second amendment of the U.S. Constitution providing that "the right of the people to keep and bear arms shall not be infringed" refers to the National government and does not restrict the state in its rights to exercise its police powers in matters that concern the regulation, manufacture, sale and possession of firearms.[10]

of the pistol.[11] The carrying of concealed firearms even on one's own premises is prohibited.[12] Intent is not an element of the crime of possesion of a pistol or revolver without a license.

A "firearm" is any weapon from which a shot is discharged by force of an explosive or a weapon which acts by force of gun-powder. A Very pistol designed to fire warning flares was held to be a firearm.[13] A pistol, the size and appearance of an ordinary fountain pen, and capable of discharging cartridges is also within the prohibition of subdivision 4.[14] An air pistol is not a firearm.[15]

DEFECTIVE PISTOLS AND REVOLVERS

A mechanically defective pistol or revolver, incapable of discharging bullets therefrom, cannot be made the basis of a conviction for a violation of this section.[16] A weapon is considered dangerous, either when it can be fired or when, with reasonable preparation, it can be made effective and fit for the use for which it was manufactured; what constitutes a reasonable preparation depends upon the time required, changes to be made, parts inserted and other attendant factors. A pistol in such condition that it would take an expert at least one hour to place it in condition for use was held not to be a "dangerous weapon."[17] A revolver with a broken spring that connected the revolving cartridge chamber with the trigger was held to be a "firearm" where the broken spring did not totally impair use of revolver or the hammer being operated by manual operation, and there was



Old Colt revolver (.22 cal.) which is within the N.Y. statute prohibiting possession without a license.

POSSESSION

Actual physical possession is not necessary to violate the provisions of Section 1897, constructive possession being sufficient. And so, where a pistol was lying on the back ledge of an automobile, within the immediate control and reach of the defendant who was sitting in the automobile with his companions, and was available for unlawful use if they so desired, and the defendant had knowledge of the presence of the weapon, a conviction had been sustained for the unlawful possession of the firearm, as the defendant was in constructive possession

[5] Op. Atty.-Gen., May 11, 1943.
[6] 1921 Op. Atty.-Gen. 302.
[7] 1933 Op. Atty.-Gen. 48 St. Dept. 452.
[8] Peo. v. Murphy, 276 N.Y. 612, Peo. v. Burt (1939) 258 A.D. 896, 16 N.Y.S. 2d 211, aff'd 283 N.Y. 740.
[9] Peo. v. Terra, 1951, 303 N.Y. 332, 102 N.E. 2d 576, appeal dismissed 72 S.Ct. 561, 342 U.S. 937.
[10] Peo. v. Ryan (1911) 136 N.Y.S. 154.
[11] Peo. v. Russo, 1951, 278 App. Div. 98, 103 N.Y.S. 2d 603, affirmed 303 N.Y. 673, 10 N.E. 2d 834.
[12] Peo. v. Demerio (1908) 123 A.D. 665, 108 N.Y.S. 24.
[13] Peo. ex rel. Altomari v. Evergood, 1947, 74 N.Y.S. 2d 12.
[14] Peo. v Anderson (1932) 236 App. Div. 586, 260 N.Y.S. 329.
[15] Peo. v. Schmidt (1927) 221 App. Div. 77, 222 N.Y.S. 647.
[16] Peo. v. DeBernardo, 1951, 199 Misc. 563.
[17] Peo. ex rel. DiBuono v. Haskins, 1948, 190 Misc. 888, 76 N.Y.S. 2d 636.

CONCEALABLE FIREARMS

Browning pistols: 1. 9 mm. Hi-power automatic; 2. .380 caliber automatic; 3. .25 caliber automatic.

nothing about the revolver otherwise that prevented operation and use as a firearm or dangerous weapon.[18] A revolver without a muzzle and unable to eject a bullet or anything is neither a firearm nor dangerous weapon.[19] The remnant of what was once a revolver, which is totally and permanently unfit for use as a revolver, is not a firearm, and such possession would not support a conviction of attempting to use an imitation pistol in violation of subdivision 1 where one did not attempt to use it.[20] A firearm which is totally unfit to be used as a pistol or revolver by reason of some mechanical defect which is of a permanent character, is not a firearm within the meaning of this section. However, a pistol so defective as to be useless as a firearm, still may be classed as a dangerous weapon, and a conviction for its possession in violation of subdivision 1 (covering the use of an imitation pistol against another) may be obtained if it was carried furtively and was possessed with intent to use it "unlawfully against another."[21]

[18] Peo. v. Tardibuono, 1940, 174 Misc. 305, 20 N.Y.S. 2d 633.
[19] Peo. v. Thompson, 1927, 227 A.D. 712; Peo. v. Katz, 1930, 228 A.D. 822, 239 N.Y.S. 884.
[20] Peo. v. Boitano, 1940, 18 N.Y.S. 2d 644.

CONCEALABLE FIREARMS

1. .25 caliber automatic manufactured by Fabrique National D'Armes of Belgium; 2. 7.65 mm. Italian Beretta; 3. 7.65 German Mauser.

OTHER STATES

No license is required to purchase a pistol or revolver in the following states: Alabama, Arizona, Arkansas, Colorado, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Hampshire, Ohio, Oklahoma, Oregon, So. Carolina, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin and Wyoming. Some of the states permit cities to impose local restrictions and require permits. In Louisiana, a sale must have the approval of the Supt. of the Bureau of Criminal Identification and Investigation. California, Pennsylvania, So. Dakota, and Washington have imposed a waiting period before the weapon can be delivered. The purchaser must give advance notice to the dealer.

Arkansas has no restriction on carrying firearms. Some states require licenses to carry concealed firearms, others prohibit it. In some states, the carrying of a firearm in a vehicle is permitted, in others it is prohibited or restricted. Kentucky prohibits a firearm in a vehicle if it is concealed, but if carried openly on a seat of a car, it is legal. The laws covering pistols and revolvers in different states are not uniform. ★★★

[21] Peo. v. Simons, 1924, 124 Misc. 28, 207 N.Y.S. 56.

News and Announcements

ABOUT HIGHWAY SPEED

According to recently released results of an opinion survey conducted, here's the position taken by the *average state traffic official* on various controversial issues of the highway speed situation:

"He is of the opinion that people are driving faster today than they were a few years ago. They have cars that will go faster, better roads to drive them on and, through advertising emphasis on the 'power' feature of modern automobiles, are encouraged to use both at increasingly higher speeds. He personally disagrees with the theory that modern cars and modern highways make it possible to drive safely at high speed, but doesn't think that the public has been any more exposed to lines of reasoning which attempt to minimize the dangers of speed than it has to those which emphasize these dangers. Nevertheless, he agrees that we're up against a high-speed problem today, and, while blaming it on only a relatively few drivers, he classifies this situation as a problem of major proportions.

"When he thinks and talks about 'speed,' he doesn't mean just plain fast driving, but refers also to such things as speed too fast for conditions, following too closely and risky passing. Even so, he is not quite willing to brand speed as the number one factor in the over-all accident experience, being concerned about it more from the point of view of accident severity. Still, he most definitely wants his traffic accident prevention program to include speed-control emphasis.

"He has a slight preference for national uniformity in speed laws, particularly when it comes to superhighways, but just so long as they're statutory and not prima facie, he'd settle for absolute maximum limits established on a state-wide basis. He probably has other reasons for being opposed to the 'reasonable and prudent' type of speed law, but lack of faith in the ability of the driving public to decide for itself what constitutes safe speed is certainly one of them.

"On the best highways, short of superhighways, he thinks 60 mph during the day and 50 mph at night are fast enough, and he favors downward zoning to fit less ideal conditions. On superhighways, he might stretch a point and permit speeds up to 65 mph during the day and up to 60 mph at night.

"Insofar as he is personally concerned, however, 60 mph is fast enough anytime. He doesn't feel comfortably 'safe' at anything over 60 and, for that matter, seems somewhat tempted to quote an even lower speed on this score." *(Our comments)*—This "profile" of official opinion about speed, a hotly debated subject on which widely divergent views have been expressed in recent years, was developed from replies to a 15 item questionnaire distributed to the motor vehicle administrators and chief enforcement officials of the 48 states.

Of 101 officials contacted by questionnaire, 66 responded with only one state return received too late for inclusion in the report. Replies were received from 44 enforcement officials out of 50 contacted (a return of 88%) and from 19 motor vehicle administrators out of 47 contacted (a return of 40½%). The completed questionnaires were grouped into the four American Association of Motor Vehicle Administrator Regions and tabulated separately to disclose possible regional differences of opinion on the various points included. Separate tabulations also were made of the replies from enforcement officials and motor vehicle administrators.

The complete report of the survey, available on request from the Accident Prevention Department, Association of Casualty and Surety Companies, shows the details of opinions expressed by the state officials on the seriousness of the speed problem, the relationship between speed and the highway accident experience, the impact of "power advertising," the special problem of superhighway speeds, public education in regard to speed, preferences for prima facie and for statutory speed limits, recommended numerical speed limits, and speeds which the respondents consider as being "psychologically safe." A comprehensive statistical summary is included in the report showing regional differences of opinion on these issues and appropriate talks are includ-

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STATEMENT REQUIRED BY THE ACT OF AUGUST 24, 1912, AS AMENDED BY THE ACTS OF MARCH 3, 1933, AND JULY 2, 1946 (Title 39, United States Code, Section 233) SHOWING THE OWNERSHIP, MANAGEMENT, AND CIRCULATION OF

----POLICE----
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published Bi-monthly
(State exact frequency of issue)

at Sterling, Missouri (Name of post office and State where publication has second-class entry)

for year ending Aug. 31, 1958

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(Signature of editor, publisher, business manager, or owner)

Sworn to and subscribed before me this 1st day of October, 1957

[SEAL] Edna Eckel

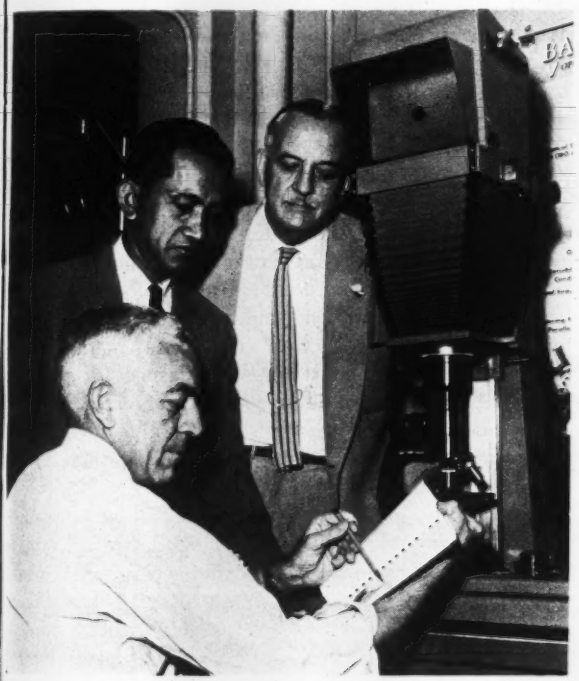
POD Form 3526 (Mar. 1955) 16-57966-1

(My commission expires July 30, 1961)

ed to show the incidence of preferred speed limits quoted for daytime and nighttime travel both on rural highways and superhighways. (Reported in *Driving Laboratory News*, Driving Research Laboratory, Iowa State College.)

INDONESIAN NATIONAL POLICE STUDY CRIME FIGHTING METHODS

Photography will soon be aiding the fight against crime in Indonesia. R. Soedarto, center, of the criminal investigation division of the Indonesian National Police looks on as Lynn Wall, left, of the Industrial Photographic Studio, Eastman Kodak Company, explains a problem in photomicrography. With them is Harris B. Tuttle, consultant on law enforcement photography of the company's Sales Service Division, who escorted Mr. Soedarto on his recent tour through the Kodak Company plant at Rochester, N. Y. Soedarto focused attention on various photographic techniques to cope with crime, especially the use of color in identification pictures. The visitor also observed large American police departments and the methods of the Federal Bureau of Investigation in Washington.



In America, under the auspices of the International Cooperation Administration, Soedarto says that fighting crime in Indonesia is no easy job. The island of Java, only one of Indonesia's 3000 islands, is one of the most densely populated areas in the world. There are about 1000 people to the square mile. Soedarto has been engaged in criminal investigation work for nineteen years.

"IRON LUNG" BUILT BY POLICE OFFICERS

A do-it-yourself project which they hope will be entirely useless has just been completed by the Kohler Police Athletic League. The project is a tank respirator or "iron lung," fabricated in its entirety by members of the league in their spare time and donated to the village. Built to professional standards, the lung has innovations which have won the praise of commercial manufacturers. Shown here beside their handiwork are two of the builders, Sergeant Tony Savrsnik, *left*, and Chief Waldemar Capelle of the Kohler police force. Kohler is the home of Kohler Co., one of the nation's foremost manufacturers of plumbing ware, engines and electric plants.

ROOS HEADS ACADEMY CLASS

Clifford E. Roos, Chief Deputy, Patrol Division, Los Angeles County Sheriff's Office, was named president

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The Police Science program at Long Beach State College, Long Beach, California, is seeking a qualified instructor to teach police science subjects. Appointments will be made at the rank of Assistant Professor.

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of the current 59th Session of the FBI National Academy in Washington, D. C.

While California law enforcement agencies generally send more men to each session of the Academy than any other state, it is of particular interest to note that the 59th Session includes four men from various sheriffs' departments in the state.

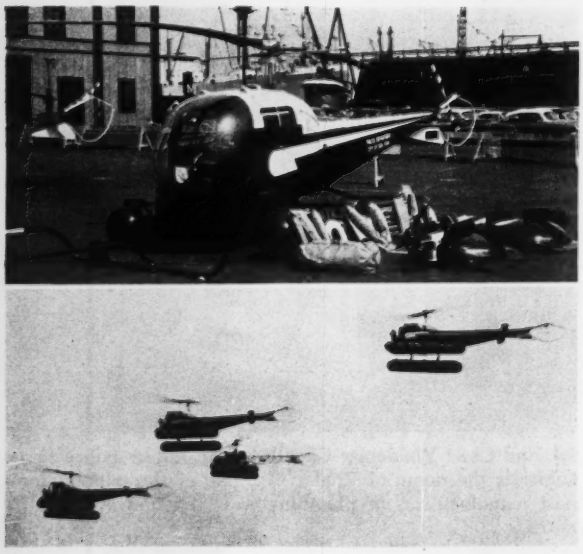
Besides Roos, the others were: Captain Bernard J. Clark, Riverside County; Captain Komer Warren Dyall, San Bernardino County; Sheriff Herbert H. Hughes, Imperial County.

NEW YORK POLICE PLACE THREE NEW HELICOPTERS INTO SERVICE

Mayor Robert F. Wagner and Police Commissioner Stephen P. Kennedy inspected and witnessed the placing into service of three new-type police helicopters on May 22, at Pier A, North River. The commissioning of the new and larger aircraft was highlighted by a rescue demonstration in New York Bay off the Battery wall. While one of the new ships took part in the rescue enactment, the other two new helicopters were on view in front of Pier A.

The three new BELL 47-J helicopters replace three old-model helicopters in the Aviation Bureau of the Police Department. The new helicopters have greater power (260 h.p.); greater carrying capacity (4 persons); more speed (100 m.p.h.); greater cruising range (200 miles), and also have superior rescue equipment, and a superior method of transporting injured persons.

In addition to maintaining a daily air patrol during the daylight hours over the City, the new ships will be used to relieve traffic congestion, to aid in reducing traffic accidents, to make surveys of special areas, for rescue work in emergencies and disasters and to check on reckless motor boat operators.



The new helicopters are being placed into service following a testing period during which the pilots of the Aviation Bureau familiarized themselves with their characteristics. On April 28, one of the new helicopters, while on a familiarization flight and piloted by Acting Lieutenant Kenneth Johnston, was instrumental in rescuing two persons whose sailboat had overturned in the Atlantic Ocean. On May 2, a second helicopter rescued from the waters off Hell Gate a patient who had jumped into the East River.

The personnel of the Aviation Bureau consists of eight pilots and fifteen mechanics, all police officers.

The addition of the new helicopters brings the strength of the helicopter squadron up to four.

The helicopters will be based at the Naval Air Station at Floyd Bennett Field in Brooklyn.

THE ANNUAL INVENTORY

In addition to studying the local situation as it goes one way or the other from month to month and year to year, it is important to compare your community's accident experience with that of similar communities and with the national experience. The significance of what is happening in your own community can be made more clear in the light of comparison with what is happening nationwide. For this purpose there is the Annual Inventory of Traffic Safety (an outgrowth of, and now including, the National Traffic Safety Contest), approved by the President's Highway Safety Conference and administered by the National Safety Council. It was designed to stimulate greater interest in traffic safety and to encourage states and cities to conduct successful traffic safety prevention programs. Although local safety council representatives may be helpful in assembling or transmitting the Inventory reports, the competition is between cities (or states), not between safety councils. The most important aspect of the Inventory is the facts—both accident facts and activity facts—collected. These, in turn, provide the information for awards for achievement in various traffic safety activities.

The reports made by cities and the comparative analyses made therefrom by the National Safety Council include: motor vehicle traffic death record, traffic ordinances, accident records, traffic engineering, traffic law enforcement, traffic courts, school traffic safety education, public information (public education), safety organizations. State reports and analyses include similar items plus driver licensing and periodic motor vehicle inspection.

THE THREE E's

Engineering, Education, Enforcement—these are the three E's of traffic management. Brought to their highest degree of integration and efficiency, they are the three E's of traffic safety.

Engineering must produce the streets and highways on which traffic moves. As volume and speed of cars have increased in the relatively few years of motor vehicle use, the engineers have had to develop highway design to facilitate and control traffic flow. It is the job of engineering to build safety into streets and highways to the best of its knowledge, with such money as the

public is willing to provide. In the case of existing roads and streets, it is the job of engineering to correct deficiencies where possible and to provide needed controls.

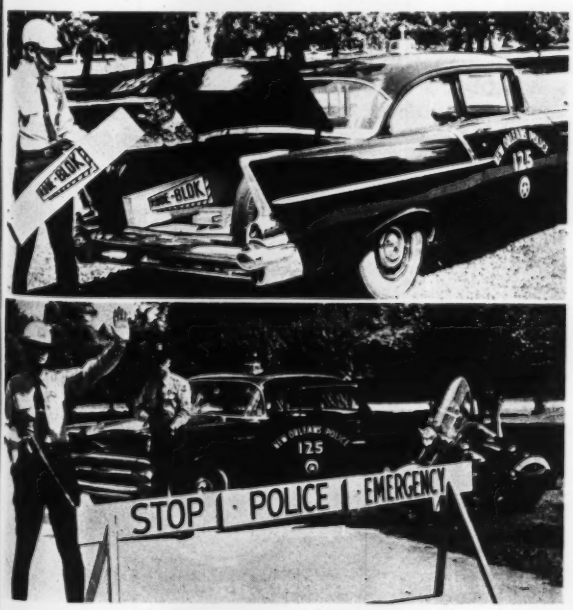
Education, similarly, must build, but with different tools and materials. Education must build safety into the minds and habits of drivers and pedestrians, and must also build support for the requirements of engineering and enforcement.

Enforcement's role is to achieve through direction, control, and force the facilitation of traffic flow, the protection of driver and pedestrian as provided by law, and the summary correction or removal from traffic of violators of regulations designed for the protection of all. The ultimate objective of enforcement is to create a deterrent effect on potential violators, and in this respect it is closely related to education.

The three E's are so closely interdependent that public education should be closely integrated with the general and specific functioning of engineers, enforcement agencies and schools. Education may or may not be established as a formal official function. In either case some education work usually is done by officials other than school officers, and the unofficial community-wide program must be closely related with it.

NEW ROAD-BLOCK EQUIPMENT

RODE-BLOK is a portable, temporary traffic or roadway barricade—designed and intended for use only during active police participation in an incident. It provides the police with standard portable equipment to establish an effective and authoritative barrier where and when it is needed. On retirement from the scene, RODE-BLOK is collapsed, placed in the storage case and returned to the trunk of the police squad or patrol car. When opened and placed in use, RODE-BLOK extends nine feet from end to end of the cross-member, constituting an attention-getting barrier that is equally functional in broad daylight, during inclement weather or at night. Further information may be obtained from the RODE-BLOCK CORPORATION, 613 South Rampart Street, New Orleans 12, Louisiana.



GRAFLEX INTRODUCES LIGHTWEIGHT ELECTRONIC FLASH UNIT

A new lightweight, low-cost electronic flash unit called Strobomite has been introduced by Graflex, Inc. With a flash duration of 1/1100 of a second, it operates on four ordinary photoflash D-cell batteries or regular 110 volt household current. Housed in lightweight aluminum, its overall weight is approximately three pounds.

INDEX TO ADVERTISERS

Advertisers	*Page*
Aluminum Plumbing Fixture Corp.	30
The W. H. Anderson Company	57
Bloomberg	Back Cover
Creighton Shirt Co., Inc.	31
Chrysler Corp., Dodge Division	22-23
Douglas & Sturgess	56
E & J Manufacturing Company	2
Faurot, Inc.	67
Federal Firearms Corp.	11
Federal Sign and Signal Corp.	3
Ford Motor Company	4
Graflex	18
M. A. Halligan	23
International Firearms Company	14
Institute of Applied Science	20
John S. Lehmann	15
Miles Reproducer Co., Inc.	6
New York Institute of Criminology	40
Nielsen-Rionde, Inc.	12
The Police Journal	39
Sirchie Fingerprint Lab.	66
Southern Police Institute	50
Stephenson Corporation	38
Charles C Thomas, Publisher	31-63
Traffic House	51
Trippe Manufacturing Co.	53
Wentworth-Forman Co., Inc.	16-52
H. P. White Laboratory	17

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Manufactured only by Sirchie Finger Print Laboratories, Berlin, N. J. (formerly of Philadelphia).

SEVEN LARGE 2 OZ. JARS OF POWER-PACKING FINGER PRINT POWDER IN A STURDY CARRYING CASE . . . $8.50

Speaking of limited budgets, note the price for these Sirchie Super brand of 7 colors of finger print powders in an attrctive carrying case for the hand or brief case. Next to the Sirchie Hi-fi Volcano brand powders, the Super Seven economy powders are guaranteed to be as good or better than any brand on the market. Catalog No. X1441 Search Super Seven Powder Kit.

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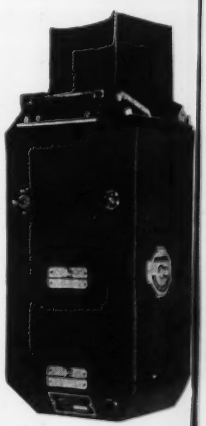
THE FAMOUS SEARCH MODEL A FINGER PRINT AND EVIDENCE CAMERA

The only camera capable of delivering perfect photo evidence without reflections and hot spots. Works on A.C. and batteries. Uses 2¼ x 3¼ and 3¼ x 4¼ film or film pack. Automatic in performance. Simple, sharp and clear. Price complete $138.00.



SEARCH WITH SIRCHIE PRODUCTS FOR RESULTS

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UNBELIEVABLE --- YET TRUE

The WORLDS MOST OUTSTANDING FINGER PRINT CAMERA at your finger tips by simply attaching a **FAUROT FOTO-FOCUSER*** *to your Graflex 4"x5" Speed or Crown Graphic Camera.*

*Patent Pending

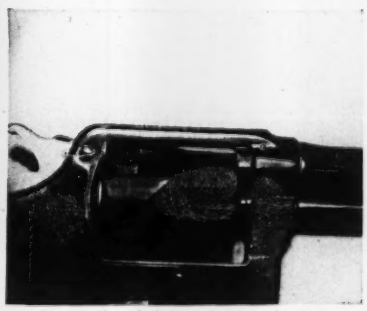
Photographing typewritten matter and signature.

REGARDLESS OF LOCATION OR SURFACE — by attaching a Faurot Foto-Focuser to your Graflex 4"x 5" Speed or Crown Camera, which takes but a matter of seconds, extremely Sharp, Clear photographs can be taken of Latent Finger Prints on such surfaces as — ROUND BOTTLES, LIGHT BULBS, IRREGULAR MOLDING OF DOOR AND WINDOW FRAMES, SAFE DIALS, SPINDLE OF DOOR KNOB, REVOLVER, CONVEX AND CONCAVE AREAS ON THE DASHBOARD AND WINDOWS OF AN AUTOMOBILE, and other places inaccessible to conventional Finger Print Cameras. In fact (and this is amazing) you can photograph Latent Finger Prints on two sides of a corner of a cash box with a single exposure.

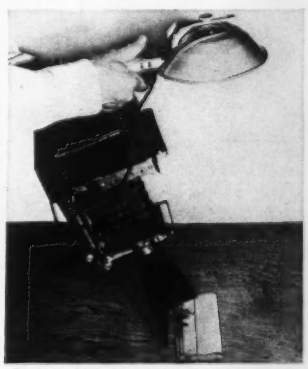
Another outstanding feature of the Faurot Foto-Focuser is that standard filters can be inserted for special photography, including Infra-red and Ultra-violet.

Price $29.00

Reproduction of photograph taken of Latent Finger Prints on a light bulb with vertical and horizontal curvatures. (Note clarity and sharpness of prints. 4/5 of actual size.)



Reproduction of photograph taken of Latent Finger Prints on a revolver.



Photographing Latent Finger Prints on an irregular surface of a door molding.

Photographing Latent Finger Prints on the curved surface of an automobile window

Prices of Graflex Speed or Crown Graphic Cameras equipped with the Faurot Foto-Focuser will be submitted upon request.

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